


Cambridge City Council
**Cambridge City Centre Capacity
Study**
Final Report

229077-00

Issue | 14 May 2013



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Contents

	Page	
1	Introduction	1
1.1	Overview	1
1.2	Study Purpose and objectives	1
2	City Centre Context, Uses and Roles	2
2.1	Physical and Environmental Context	2
2.2	Land Uses and Roles	6
3	Growth Requirements	24
3.1	Population	24
3.2	Employment	24
3.3	Housing	26
3.4	Retail and Leisure	26
3.5	Education	27
3.6	Tourism	28
3.7	Summary and Implications	29
4	Sites Capacity Assessment	31
4.1	Identification of City Centre Development Sites	31
4.2	Other Potential Development Opportunities	36
4.3	Opportunity Areas	40
4.4	Vacancy & Intensification	43
4.5	Retail Frontages	46
4.6	City Centre Boundary	48
4.7	Summary	50
5	Potential Areas of Change	52
5.1	Mill Road	53
5.2	Old Press/Mill Lane	57
5.3	Regent Street/Hills Road/ Station Road	62
5.4	Castle Street/Magdalene Street	67
5.5	East Road/ Grafton/ Fitzroy Street/Burleigh Street	72
5.6	Market Square/Guildhall / New Museums	82
5.7	Summary	87
6	Transport and Public Realm Improvements	89
6.1	Transport	89
6.2	Public Realm	92
7	Conclusions	94

Appendices

Appendix A

References

1 Introduction

1.1 Overview

Cambridge city centre faces potentially significant development pressures over the next 20 years. This reflects anticipated growth and the multiple roles that the centre provides including shopping, leisure, tourism, university centre and transport hub. The city centre's success owes much to its historic character and environment, which conversely also constrains its development potential. The city centre is relatively compact and in the past its growth in role has not been matched by supporting capacity. Looking ahead, the challenge will be to develop a planning strategy, which not only delivers the growth required but also respects the city's unique environment and character.

1.2 Study Purpose and objectives

The primary purpose of the study is 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. The study will form part of the evidence base for the emerging Local Plan. The objectives of the study are:

- To review the current uses in and functionality of the city centre;
- To explore the existing and future proposed growth of the city and the surrounding sub-region;
- To consider how the city can accommodate the growth without compromising the environment;
- To identify physical opportunities to increase the capacity of the city centre, in terms of development sites;
- To review the boundary of the city centre, as defined in the adopted Local Plan, to assess whether there is a need for revision;
- To define the primary and secondary retail frontages and primary shopping area;
- To assess the potential for alternative management of uses to free up potential capacity; and
- To identify potential transport schemes and public realm improvements, which may increase the capacity of the city centre.

2 City Centre Context, Uses and Roles

2.1 Physical and Environmental Context

2.1.1 Historic Environment

The historic environment of Cambridge makes an important contribution to the setting, character and vitality of the city; it is the heart of what makes the city a unique place to live, work and visit. The townscape reflects its history and in particular the development of the Colleges and University buildings and their associated open spaces, including the ‘Backs’.

The city centre comprises an irregular layout of traditional cobbled streets and interconnecting passageways; with street frontages largely fully complete with few gap sites. The flat landscape and the relative uniformity of the existing built form, which is mainly three to four storeys in height, means that the few tall buildings, such as King’s College Chapel, are major landmarks. As set out in the *Skyline Guidance* (2012), any future development will need to be sensitive to the context in terms of heights of surrounding existing uses, as well as ensure that the open vistas from the various green spaces that surround the historic core, which provide the setting for many of the key historic landmarks, are not infringed. The city’s skyline is sensitive to change, therefore tall buildings will need to be considered carefully; the council has guidance on tall buildings in the form of assessment criteria to ensure any new tall buildings are appropriate to their setting and are of a high design quality.

With the exception of the Grafton shopping centre and its immediate environs, the city centre falls entirely within a designated conservation area and there are a substantial number of historical buildings (Figure 2.1). There are more than 1,500 individual listed buildings as well as numerous currently defined buildings of local interest. Although there are no Scheduled Monuments within the city centre boundary, Castle Hill lies directly to the north west of the city centre; and there is a rich archaeological heritage associated with the centre. This wealth of assets serves to constrain development and emphasises the need for future changes to be sensitively planned.

2.1.2 Green, Open and Blue Spaces

The city’s green spaces, (Figure 2.2) and water environment are defining features encircling and puncturing the city centre. The historic core is surrounded to the west by the grand mostly collegiate buildings and associated ‘Backs’ as well as the River Cam; the formal open spaces of Christ’s Pieces, New Square and Parker’s Piece to the west; the more informal open spaces of Jesus Green and Midsummer Common to the north; and the more natural, although still man made, areas of Coe Fen and Sheep’s Green.

Figure 2.1 Historic Environment

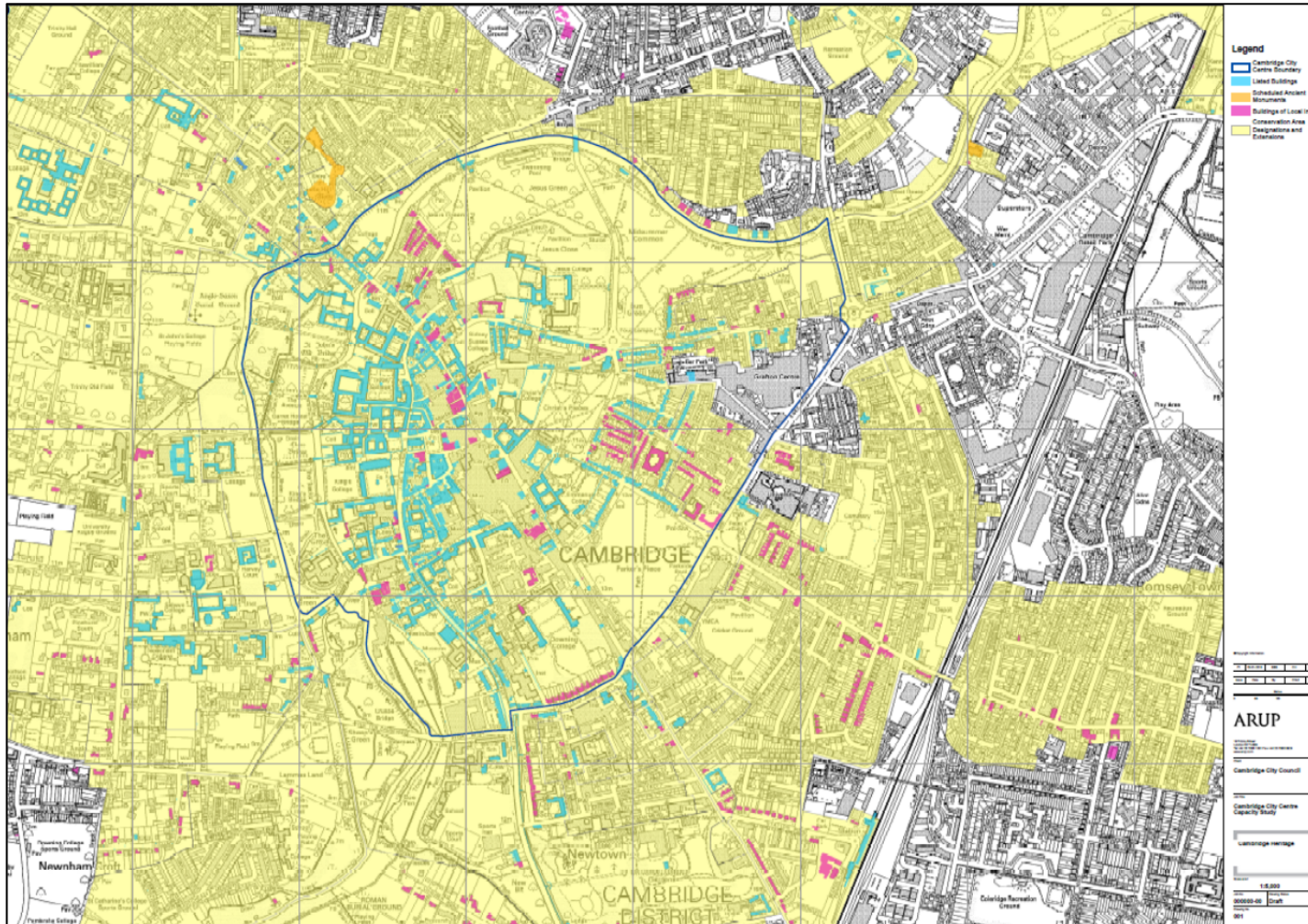


Figure 2.2 Green Spaces



Figure 2.3 Flood Zones



In a relatively intensively developed urban landscape the natural and formal spaces are a highly valued and intrinsic part of the leisure and tourism offer in the city with many of the open spaces providing the setting for the core area. The college grounds of Christ's, Clare, Emmanuel, King's, Queens, St John's, Trinity Hall and Trinity Colleges are all registered Historic Parks and Gardens, where development would be strongly resisted. The 'Backs', Coe Fen, Sheep's Green, Jesus Green and Midsummer in addition to their green space and historical value are prone to flooding and are therefore unsuitable for development (Figure 2.3).

Christ's Pieces, New Square and Parker's Piece are Protected Open Spaces, which all have the feel of municipal Victorian spaces and provide the only significant formal public open spaces within the city centre boundary. The churchyards and other small green spaces, such as the court in front of the Judge Institute, help to relieve the hard urbanity of the city centre, where the narrow and often canyon like streets offer few opportunities for street trees. The main civic space in the city centre is Market Square, which is occupied by a daily market.

The *Open Space and Recreation Strategy* (2011) concludes that there are limited opportunities within the city centre for creating new open space except on development sites; thus maximising the use of and improving existing spaces is the priority. In order to continue to be an attractive place to live and work and to retain its international reputation for the quality of its environment, it will thus be important to retain and enhance the city's green infrastructure.

2.1.3 Implications for Study

- The historic environment, including open spaces, places a restriction on the scope for expansion, limiting the availability of development sites and constraining the form of development, in particular the potential to increase capacity through the inclusion of tall(er) buildings within development schemes. Taller buildings will only be appropriate in selected locations.
- The largely complete frontages along streets means that intensification of use on existing sites is likely to be the most significant way to increase capacity within the city centre.
- The prevalence of listed buildings and buildings of local interest and the expansive conservation area, suggests that these designations should not preclude the inclusion of these locations in the assessment of future capacity, although any (re-)development would need to be sensitive to these designations and justified against local and national policy on protecting heritage assets and their settings .
- In identifying (re-)development options, direct use of open and green spaces should be avoided and careful consideration should be given to avoid negatively affecting the setting for the core area.
- Opportunities for enhancing existing open and green spaces should be considered.

2.2 Land Uses and Roles

Cambridge city centre plays a multiplicity of roles; this section examines each of these roles in turn and sets out the implications for this study.

2.2.1 Land Use and Ownership

In order to understand how the city centre functions, a mapping exercise of the existing land uses was undertaken. Land use maps were assembled from extensive site visits across the city centre, as well as existing GIS data layers provided by the council covering open space and water bodies. Land use functions from the ground to fourth floor were collated and then digitised on GIS using the Basic Land and Property Unit (BLPU) polygons. Due to the very small number and negligible proportion of buildings that have fifth floors or above, which include Parkside Place, Parkside and The Varsity Hotel & Spa, Thompson's Lane, these maps have not been presented in this report. The following maps (Figures 2.4 – 2.8) present the city centre land use mapping data by floor.

The land use mapping exercise presents a distinctive geographical pattern of uses within Cambridge city centre. Two separate retail concentrations are easily apparent – the historic core to the centre and west of the city centre, and Fitzroy/Burleigh Street area including the Grafton shopping centre to the east. The retail offer of the historic core is more widespread in spatial terms, with further commercial offering extending southwards along Regent Street and following the Hills Road corridor from the city centre to the rail station.

As expected of a historic university town, the University of Cambridge takes up a significant proportion of the city centre area, particularly to the west of the city beyond St Johns Street/ King Street/ Trumpington Street and straddling the River Cam. Other significant concentrations of university land uses are situated along Emmanuel Street, to the south of the city centre along Downing Street, and to the north along Jesus Lane. University uses are absent from the east of the city centre; however, Anglia Ruskin University is situated along East Road but outside the current Local Plan city centre boundary.

Residential development is predominately situated to the east and north east of the city centre. Residential land uses are also found in pockets across the city centre, particularly along the southern boundary and in the northwest.

Within the historic core, office spaces predominately occupy upper floor uses. However, towards the periphery of the city centre office buildings are more substantial with a ground floor footprint.

Vacant properties have also been reflected in the land use mapping exercise. There are a number of units scattered across the city centre currently unoccupied. These present opportunities to meet capacity demand and intensification of uses within existing buildings.

The city centre has a complex land ownership pattern, in which the various colleges and University feature strongly. Council owned property and land is relatively modest (Figure 2.9).

Figure 2.4 Land Uses – Ground Floor

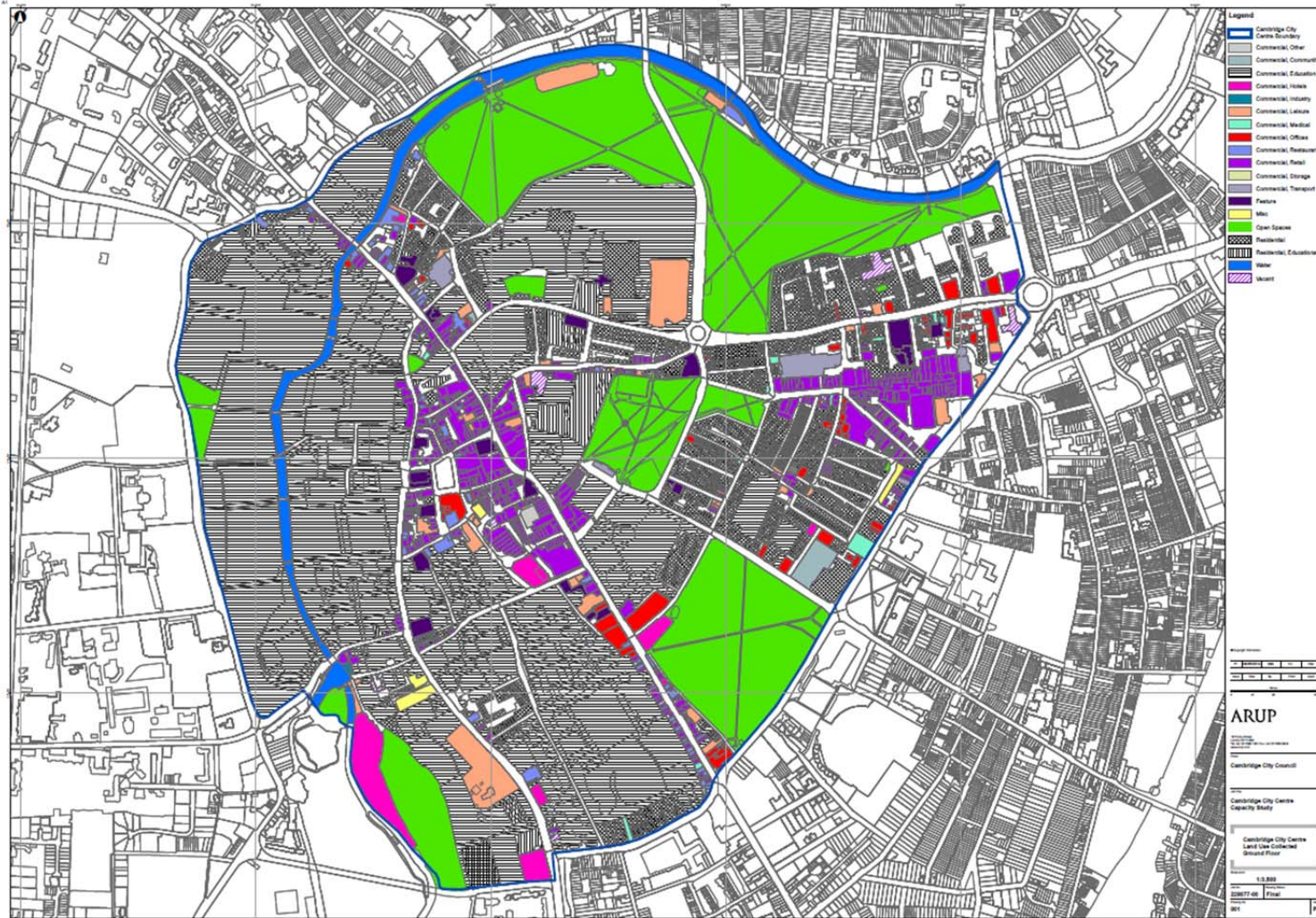


Figure 2.5 Land Uses – First Floor

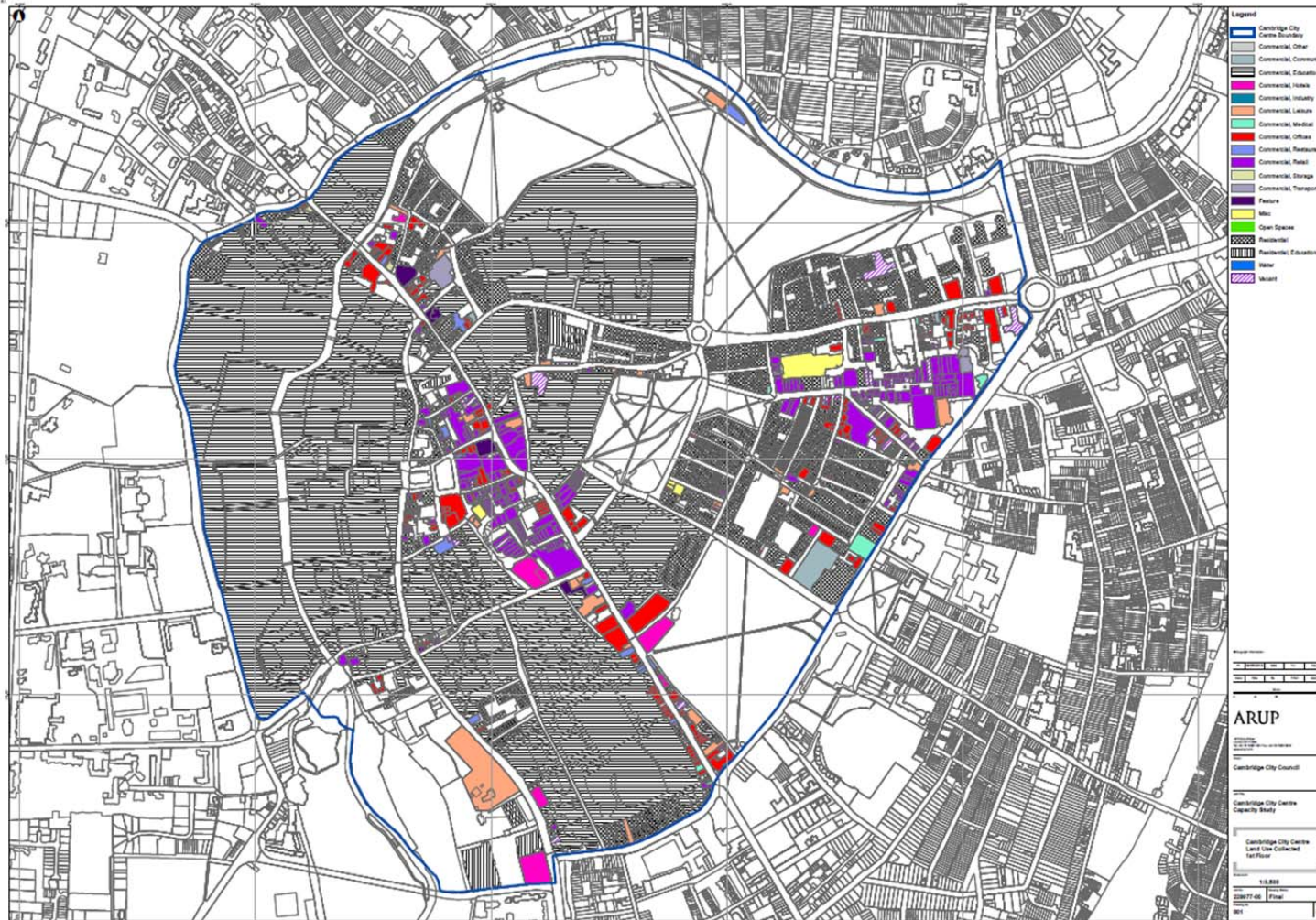


Figure 2.6 Land Uses – Second Floor

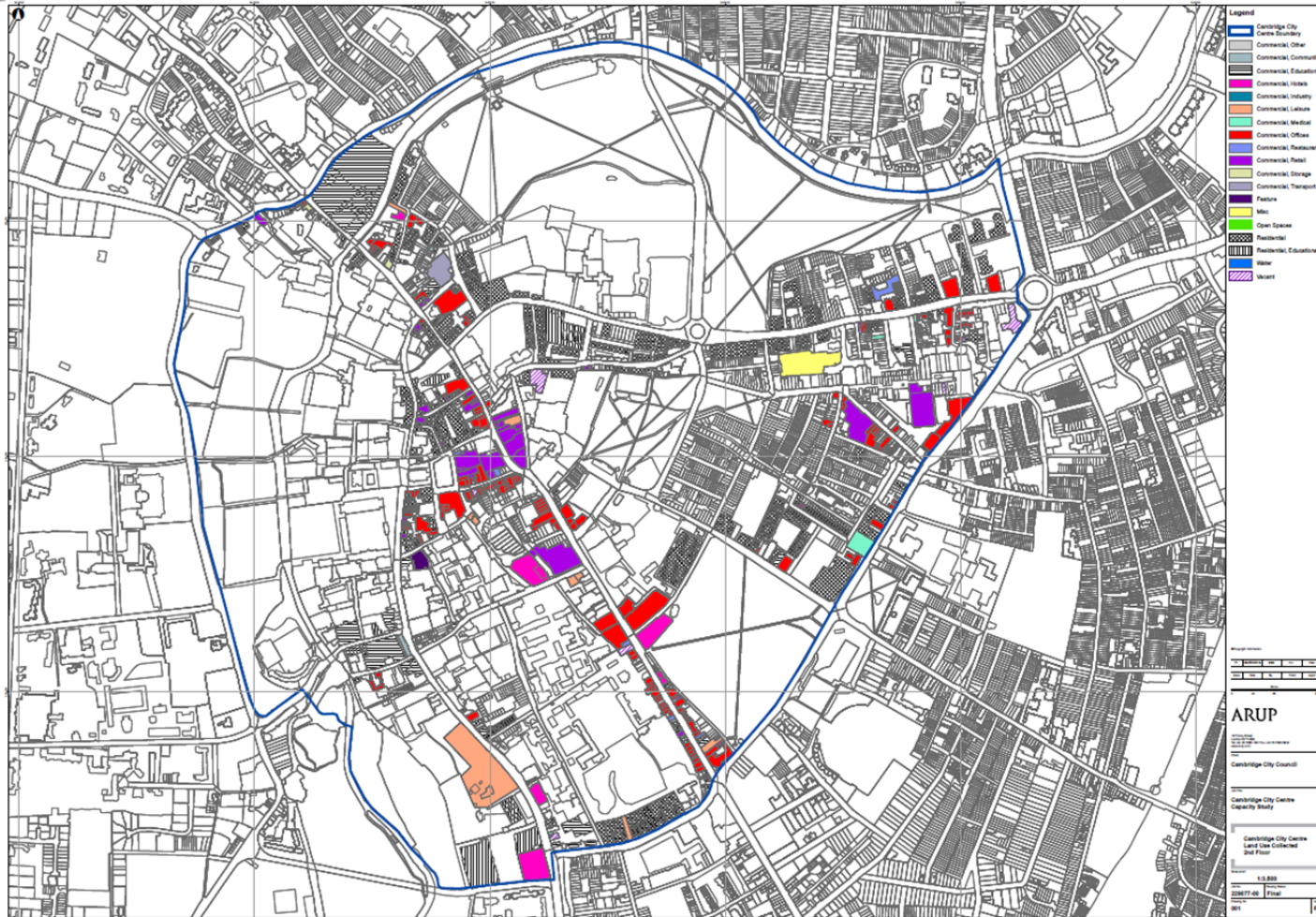


Figure 2.7 Land Uses – Third Floor

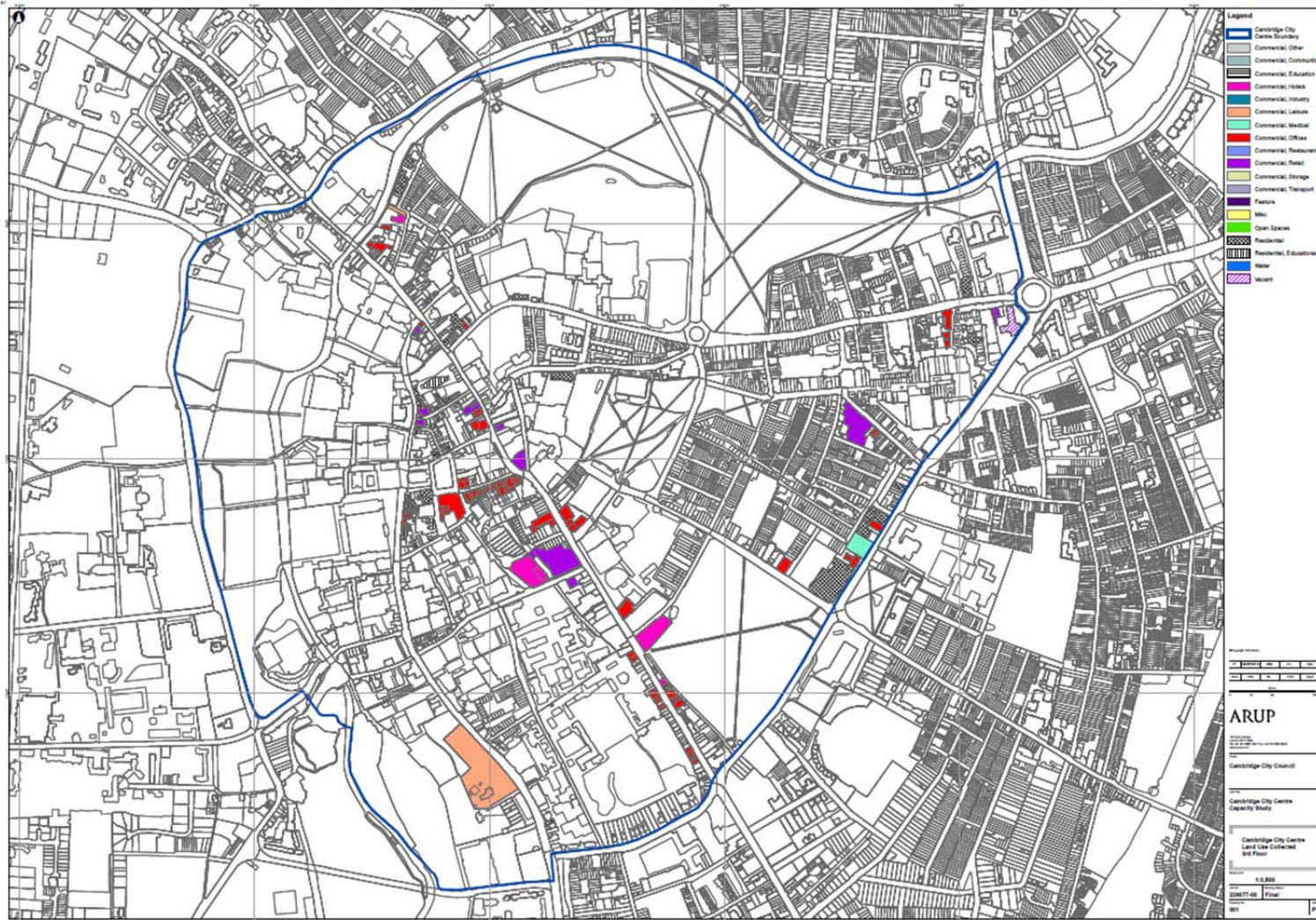
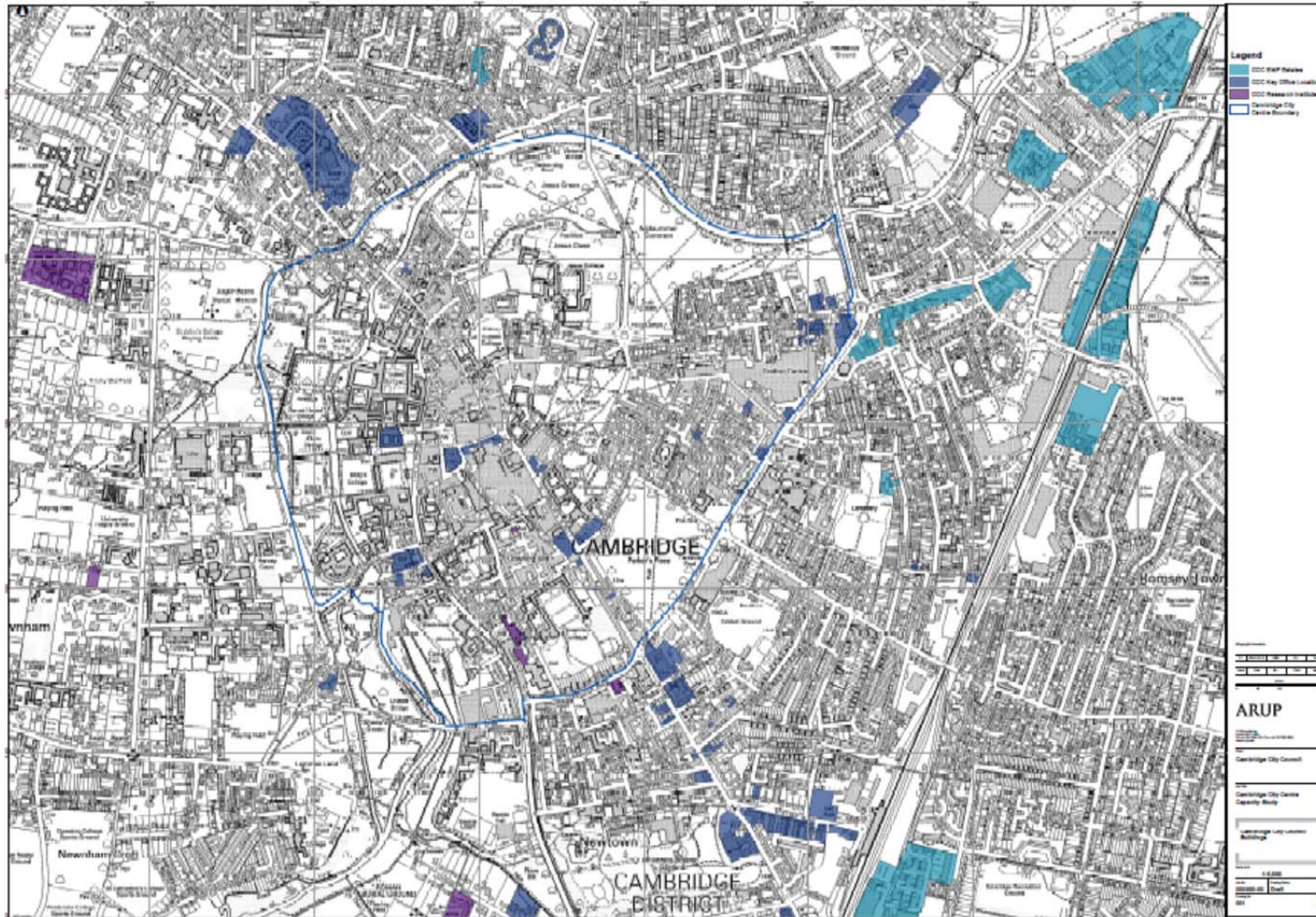


Figure 2.8 Land Uses – Fourth Floor



Figure 2.9 Council Owned Property



2.2.2 Shopping

Retail Offer

Cambridge performs a regional shopping role offering more than 200,000 sq.m. of retail and service floorspace (Table 2.1). The shopping offer is split between the historic core and Fitzroy / Burleigh Street area, which are connected via a short walk across Christ's Pieces. The majority of the floorspace is provided within the historic core including in the Grand Arcade and adjacent Lion Yard shopping centres; however a substantive proportion is provided in the Fitzroy/ Burleigh Street area, which includes the Grafton shopping centre.

Table 2.1 Retail and Service Floorspace

Area	Gross Floorspace ¹ (sq.m.)	Percentage
Historic Core (Grand Arcade)	156,053 (c.41,000)	72%
Fitzroy / Burleigh Street Area (Grafton shopping centre)	60,863 (c.38,000)	28%
Total	216,916	100%

Notes: (1) Includes convenience, comparison, retail service, leisure service, financial service and vacant floorspace.

Source: GVA (2013) *Cambridge Retail and Leisure Study Update*

The *Cambridge Retail and Leisure Study Update* (2013) identifies five character areas within the historic core:

- *Sidney Street/ St Andrew's Street* – The area includes Grand Arcade and Lion Yard and offers the main concentration of multiples, with both high end and high street fashion retailers.
- *Trinity Street/ Market Area/ Sidney Street* – High end and high street retailers complemented by a number of service outlets, including cafes and restaurants, and a daily market in Market Square.
- *Kings Parade* – Generally small-sized retail and service outlets typically specialist in nature.
- *Regent Street* – Primarily service sector outlets, including financial services, restaurants and takeaway outlets.
- *Bridge Street* – Predominantly service orientated outlets, in particular national eating and drinking chains.

Compared to the historic core, the Fitzroy / Burleigh Street area has a greater emphasis on mainstream outlets. The Grafton shopping centre and Fitzroy Street are occupied by multiple retailers, while the retail offer along Burleigh Street largely comprises independent traders and charity shops.

A household survey was undertaken as part of the *Cambridge Retail and Leisure Study Update* (2013), which assessed residents' perceptions of the city centre. The key findings from the survey of relevance to this study are:

- The historic core is the most attractive location, with 92% of respondents visiting this area on shopping / leisure trips, while the Fitzroy / Burleigh Street area attracts 53% of visitors.
- The duality of the city centre shopping offer works relatively well with 41% of respondents visiting both areas.
- Attractive environment (37%) and range of chain / well-known stores (23%) were the main reasons why respondents like to shop in Cambridge.
- Cost / difficulty of parking (25%), busyness (10%) and traffic congestion (10%) are the main reasons why respondents dislike shopping in Cambridge.
- The majority of visitors (57%) travel to the city centre via sustainable modes (bus – 16%, park & ride – 15%, bicycle – 15%, foot – 10%, train – 1%), while 41% choose to travel by car.
- The park and ride facilities are more popular with those travelling to the Fitzroy / Burleigh Street area, reflecting the convenience of the park and ride stop situated directly adjacent to the Grafton shopping centre.

Vitality and Viability

The *Cambridge Retail and Leisure Study Update* (2013) concludes that the city centre is generally performing well as illustrated by the low vacancy rate - just over 6.8% of the gross floorspace in the historic core and just over 8.1% in Fitzroy / Burleigh Street area compared to the UK average of 10.2%. There is also latent demand for 9,100 – 18,600 sq.m. (gross) floorspace from retailers and leisure operators.

The city centre largely serves a top-up food shopping role, with mainstream retailers (Sainsbury's, Waitrose and M&S Simply Food) supplemented by a range of small scale convenience uses, such as bakers and health food stores. The main convenience goods provision is in out of centre food stores. All stores are considered to be trading well.

The city centre is the main comparison shopping area within the district, reflecting the extensive retail offer within the historic core and Fitzroy / Burleigh Street area. The opening of the Grand Arcade and Christ's Lane developments has served to strengthen the centre and attracted mid-high end retailers. However, despite these improvements, there has been a marginal decline in the city centre's market share since 2008 from 62% to 57%.

Business Improvement District

Businesses in Cambridge city centre are in the process of establishing a Business Improvement District (BID). The goal of the BID is to strengthen the city's offer and ensure it fulfils its potential as an internationally renowned city. The projects that will be undertaken by the group are still being decided; however initiatives under discussion cover a wide range of activities and include employment of city ambassadors, evening wardens, taxi marshals and evening economy manager, pop up shops in vacant units, street cleaning, advertising campaigns, loyalty cards and sector promotions.

2.2.3 Leisure and Culture

The city centre is also the leisure and cultural hub for the sub-region, offering a total of 43,623 sq.m. of floorspace within the historic core and Fitzroy / Burleigh Street area. The city centre has a wide range of pubs and clubs and many restaurants, with the main locations for these distributed as follows:

- The main restaurant quarter is located along Bridge Street, Magdalene Street and the Quayside.
- The night time economy (drinking and entertainment) is concentrated in and around the Market Place, including Corn Exchange Street, Bene't Street, Hobson Street and Trinity Street.
- Secondary eating and drinking areas can be found along Regent Street, St Andrew's Street, King Street and towards the rear of the Guildhall on Wheeler Street and Bene't Street.

Cambridge has a strong cultural industries sector with a range of museums, (including the Fitzwilliam, Kettles Yard and Folk Museum) as well as other specialist museums based in the University (such as the University Museum of Zoology and the Scott Polar Research Institute), concert venues and a large number of small live music venues. The city offers a wide range of cultural events, including annual events such as the Cambridge Folk Festival.

There are two cinema complexes in the city centre (The Grafton shopping centre and the Arts Picturehouse), and three theatres/ performance arts venues (ADC, Corn Exchange and Cambridge Arts Theatre). While, the recently developed Cambridge Leisure Park, just outside the city centre, provides an integrated set of attractions including a nine-screen cinema, bowling alley, bars, restaurants, a nightclub and a hotel.

A household survey was undertaken as part of the *Cambridge Retail and Leisure Study Update* (2013), which assessed residents' perceptions of the city centre as a leisure location. The key findings from the survey of relevance to this study are:

- The historic core is the main location for leisure activity and along with the Fitzroy / Burleigh Street area captures the major share of leisure spending in the catchment area (Table 2.2).
- The majority of local residents (68%) do not perceive there to be a lack of leisure provision locally.

Table 2.2 Leisure Visits

% of respondents visiting location for...	Historic Core	Fitzroy / Burleigh Street Area	Both
Day time eating	51.3%	4.6%	10.7%
Evening eating	51.5%	1.8%	7.7%
Evening drinking ¹	41.0%	0.5%	7.5%

Note: (1) The survey had a bias towards female respondents and largely excludes young adults so the proportion participating in this activity may be higher.

Source: GVA (2013) *Cambridge and Retail Leisure Study Update 2013*

2.2.4 Employment

The Cambridge economy is structured around five key sectors: technology-based business; research (based around the universities and research institutes); retail, leisure and professional and personal services for a sub-regional population; public sector (particularly in health and education); and tourism as an international visitor destination. Each of these sectors places demands on Cambridge and its city centre. The key issue will thus be ensuring there is appropriate provision for each of these, potentially, competing sectors.

The city centre, including the office developments on Castle Hill to the north and the area around Cambridge railway station (Station Road / Hills Road), is the main location within Cambridge for offices; the other main locations are in the business and science parks on the periphery of Cambridge. The *Cambridge Cluster at 50 Report* notes that there is significant demand for office space in the city centre, not only from the financial and business services sector, but also the high tech and research communities. This demand is in direct competition with retail and leisure uses.

The office sector performs well in the city centre. The high level of demand for offices in the city centre means that even tired offices in need of refurbishment can find tenants. The emerging Local Plan Issues and Options Report (*Cambridge Local Plan Towards 2031 – Issues and Options Report, 2012*) suggests that one option to address the combined impact of a shortage of available sites for new office developments and continued desire on the part of businesses to locate within the city centre is to increase densities within existing employment areas. This may include the redevelopment or re-use of upper floors above retail units, for small scale offices.

2.2.5 Education

Education, in particular higher education, plays an important role in Cambridge contributing significantly to the local economy and the presence of the University of Cambridge has had a particularly strong influence on shaping the city's urban form and environment.

University Buildings – Faculties and Student Accommodation

Cambridge is world renowned for its higher educational offer. The Council's vision is to build on the success of the city's reputation as a leader in higher education and research. Cambridge is home to two universities: the University of Cambridge and Anglia Ruskin University, as well as hosting a branch of the Open University. As student numbers continue to grow, Cambridge and Anglia Ruskin universities are under pressure to provide new facilities and student accommodation.

University of Cambridge

The University of Cambridge has been integral to the historic development of the city centre over the centuries, with the main college area between Trinity Street / King's Parade and the river. The University continues to attract both UK and international applicants. In the academic year 2009/10 20,355 students studied at the University, with numbers growing each year at a rate of 0.5% for

undergraduates and 2% for postgraduates – a pace that is expected to continue to 2031.

To meet this growth, the University is looking outside of the city centre boundary, with new campuses in West and North West Cambridge expected to meet much of the University's growth requirements until 2031.

- The West Cambridge site, to the south of Madingley Road, has mostly been built and accommodates faculty buildings, postgraduate accommodation and also research institutes and commercial research and development.
- The North West Cambridge site, between Madingley Road and Huntingdon Road, has outline planning permission and will provide a new university quarter with higher education uses, potentially two new colleges, research institutes and commercial research uses. The site will also include accommodation for 2,000 undergraduate/ postgraduate and 3,000 dwellings (50% University key worker housing).

The University has ambitious targets for housing students within their own controlled accommodation, with the aim for 100% of its undergraduates and 90% of its postgraduates to be accommodated in Colleges. Two options for providing for the necessary increase in student rooms to fulfil this ambition are currently being considered by the University; allocating new sites and allowing new provision within existing College sites; or refocusing the offer at the North West Cambridge site towards additional student rooms for existing rather than new colleges. The type of accommodation is also expected to change, with a faster increase in postgraduate students who may require more family type accommodation.

The University is planning to relocate some of its city centre administrative and teaching facilities to the West and North West university campus locations, freeing up space in the city centre. In particular, from the Old Press/ Mill Lane site and the New Museums site. These have both been identified in the emerging Local Plan for refurbishment and redevelopment of existing University facilities.

Anglia Ruskin University

Cambridge city centre is home to one of the two Anglia Ruskin University campuses; (the other being in Chelmsford). In the academic year 2009/10, 7,566 students studied at the newly refurbished Cambridge campus, which is situated along East Road just outside the city centre boundary. Whilst successful, the East Road Campus is constrained and offers no further opportunity for expansion. The University may, therefore, have to explore other areas to accommodate longer term growth. A new faculty is being developed on a site between Young Street and New Street, about five-minutes walk from the East Road Campus – this is not providing additional capacity however, as it replaces an existing facility currently based in Fulbourn.

Like the University of Cambridge, Anglia Ruskin University are keen to house as many students as possible. However, currently a very low proportion of 10% of students are living in university controlled accommodation and the shortfall of student residential accommodation is a key issue. In addition, the unaffordability of housing in the city has resulted in staff travelling long distances to work at the university.

Specialist schools

Cambridge is home to a growing number of specialist schools, which include language schools, secretarial and tutorial colleges, pre-university foundation courses, crammer schools and tutorial colleges. Not all of these specialist schools are within the city centre; however the majority of students visit the city centre during their stay.

There are now 8-10 independent specialist schools in the city (excluding language schools), an increase from three in the 1990s. There are also 22 language schools in the city, many of which are accommodated within the historic villas along Station Road. Due to a policy of restraint in the *Local Plan* (2006), the number of language schools has remained constant over the past 10 years, however the number of student weeks has increased significantly by 55% over the past 20 years to 124,000 student weeks, equivalent to around 31,000 students per year. The increase has been achieved through an increase in student throughput with students now attending year round and teaching offered over a longer period of the day rather than an increase in floorspace.

The presence of specialist schools in the city creates further demand for student hostel accommodation. This type of accommodation is particularly important to avoid putting additional pressure on the local housing market.

2.2.6 Tourism

The historic core of the city centre, with its retail and leisure offer sitting alongside the University Colleges, is a key tourist destination. In 2010, 4.1 million people visited Cambridge, 80% of which were day trippers with the rest forming the 835,000 staying visitors. Tourism is a significant element of the Cambridge economy, contributing over £390 million of spending and supporting almost 10,000 jobs. There are three components to the tourism economy: business tourism, which includes academic and business conferences; visits to friends and relatives; and tourism as an activity in its own right.

Whilst overall the number of visitors has declined by approximately 1% since the economic downturn in 2008, demand for significant new hotel development in Cambridge is still growing, particularly in the city centre and on the outskirts of the city. Thirteen hotels are currently located in the city centre providing a total of 949 rooms with a mix of primarily 4*, 3* and budget hotels. Many of the Cambridge Colleges also make their student accommodation available to the general public during the holidays, which accounted for 29,000 B&B room nights in 2011.

The *Cambridge Hotel Futures* study found that there is strong demand for 4/5* hotels in the city centre and that 4* and boutique hotels regularly turn business away on certain nights through the year, as well as 3* hotels on occasion. In terms of hotel proposals, there are seven schemes in and around Cambridge with planning permission, mostly of budget format, and the potential to deliver 1,116 rooms. However, the only city centre site is Mill Lane with a proposal for 75 rooms. The study states that whilst there are no easily identifiable sites in the city centre for new-build hotels developments, the conversion of suitable properties, particularly the upper floors, is a realistic way forward.

The popularity of Cambridge as a tourist destination creates an element of tension within the city centre, as the volume of tourists and the limited tourist circuit places extensive pressure on some locations in and resources of the city. The Council has a policy to manage rather than grow tourism and the focus is on increasing the proportion of visitors who stay overnight and expanding the range of visitor destinations within Cambridge itself and the wider area. The latter does not necessarily involve the creation of new visitor attractions but rather increasing awareness of existing opportunities outside of the key tourist circuit.

2.2.7 Residential

With a thriving economy and the high quality of life on offer, Cambridge is a popular place to live, which is reflected in a high demand for housing, high rents and high house prices. There is significant unmet demand for affordable homes currently and this is expected to continue in the future. The provision of key worker housing to improve recruitment and retention of staff is considered important to sustain the continued success of both universities and to support the significant presence of public sector organisations in Cambridge.

Although quite large numbers of people live within central Cambridge, they tend to be students occupying the colleges and the upper storeys of shops. Private residential areas are restricted to more discrete areas, primarily adjacent to Jesus Green, centred on New Park Street; to the north of the Grafton shopping centre; and in the area bound by the Grafton shopping centre, Christ's Pieces and Parker's Piece. Limited opportunities for further residential sites exist in the city centre, therefore increasing residential capacity through re-use of vacant or underutilised space above existing retail or office units will be important.

2.2.8 Transport

Cambridge city centre is a constrained space, which hosts a range of transport modes. The complex relationship between different transport networks results in some awkward and occasionally unsafe interactions. When combined with the increasing demand for travel in the central area, the paucity of space poses challenges for any future strategy. This section reviews the background issues associated with the main modes of transport.

Pedestrians and cyclists

The city centre is heavily populated by pedestrians, especially in the summer months. In addition to the large numbers of city residents, much of the activity is by regional visitors, tourists, students and vulnerable users (e.g. children, the elderly). Where streets are not pedestrianised, the narrow footways are often insufficient for the level of activity and many pedestrians walk along the carriageways.

Cambridge has the highest level of cycle usage in the UK and demand continues to rise. Much of the city centre is available for cycle usage.

Capacity for cycle parking facilities continues to be outstripped by demand for spaces. Due to the high demand, many cycles are locked to railings throughout the city, which can be unsightly and reduce available footway width.

Anecdotal evidence has identified concerns by pedestrians over the speed of cycling leading to vulnerability and safety concerns with buses in narrow routes (e.g. Magdalene Street).

Buses

Bus demand in the city centre has increased massively over the past decade. Patronage has more than doubled and the Guided Busway, which opened in 2011, is operating at 40% above its first year targets. Bus services comprise local services, regional services and routes that connect the city centre with the five park and ride sites.

The Drummer Street bus station is the focus of bus services in the city centre and is operating over capacity. The bus station itself now only provides regional services, with city services stopping in the nearby Emmanuel Street and Drummer Street. National Express coaches, which formerly used the bus station, have now been relocated to Parkside.

Bus services in the city centre are constrained by the limited road space and the disparate destinations served, which results in bus services in narrow streets and services affecting a large number of streets. In order to improve the bus services in the city centre through the Better Bus Area Fund, there are proposals to increase road space through selective removal of local on-street car parking spaces. Although buses travel through the city centre, there are no bus stops between St Andrew's Street and Bridge Street.

The railway station, located to the south of the city centre, provides some bus interchange but does not serve as the central bus hub. There are also several bus stops at the Grafton shopping centre.

As local strategy focuses on sustainable transport, it is likely that demand on bus services will continue to increase over time and the key challenge is to continue to facilitate high quality access with limited space for bus stops.

Railway station

The railway station is located to the south of the city centre and serves as a key travel hub for regional journeys. The station is served by taxi, cycle and bus facilities. Although within walking distance, the station is nonetheless outside of the city centre – 1.6km from the Grand Arcade to the railway station is a 20 minute walk. Accessibility and connectivity to the station has historically been limited and signage and route legibility remains poor.

Car use

Traffic levels in Cambridge city centre have remained stable over the past 20 years, although the population has increased by 14%. In addition to the effects of strategies to promote sustainable transport, the Core Traffic Scheme has contributed to this situation through the closure of the main vehicular through routes in the city. Before the scheme was implemented in the 1990s, approximately 50% of vehicles in the city centre were through traffic.

There are limited car parking facilities in the central area. The five car parks in Park Street, the Grand Arcade, Grafton East, Grafton West and Queen Anne provide approximately 3,000 parking spaces. There are approximately 4,500 additional spaces at the five park and ride sites with further facilities in towns around Cambridge. Park and ride services from the five Cambridge sites cater for approximately 4 million passengers annually.

Although the roads in much of the city centre area are narrow, the East Road roundabout is a large space that prioritises vehicle movements and does not safely accommodate cycles or pedestrians.

Taxi facilities

There are three main taxi ranks in the city centre – Drummer Street, St Andrew’s Street and Parkside– with a fourth key facility at the railway station. Night time ranks are also available on Sidney Street, Bridge Street and Market Square. Recent proposals were put forward to relocate taxis from St Andrew’s Street to Drummer Street as part of a scheme to improve bus routes in the city centre. Following discussions with taxi operators, it is likely, however, that the taxi facilities will remain in both St Andrew’s Street and Drummer Street.

Servicing

Deliveries into the city centre are limited by the restrictions imposed on all motor vehicles except buses and taxis. Deliveries may, however, take place from the south and east (effectively serving the main shopping district and the Grafton shopping centre) without passing through bollard controls.

2.2.9 Implications for Study

- The capacity of the city centre to grow is constrained by the existing spatial distribution of land uses and open spaces and the complex land ownership patterns.
- There are clear zones of activity within the city centre, which provide a steer for the type of development that will be most appropriate within identified areas for potential change.
- Vacant properties distributed throughout the city centre offer an opportunity to meet demand, and potentially increase intensity of use.
- There are relatively modest opportunities to use council owned property to facilitate change and increase capacity; therefore the primary focus for future development sites will involve liaison with private owners, including the various colleges and University of Cambridge as significant landowners in the city centre.
- Although the quality of the shopping environment is generally high, there is scope for environmental improvements in certain areas, which may offer scope to increase the capacity of the city centre.
- The retail circuit between the historic core and the Fitzroy / Burleigh Street area functions relatively well, however there is scope for enhancement to increase the proportion of households that visit both shopping areas.

- Vacancy levels within existing retail locations are low, therefore increased retail capacity will need to be delivered through provision of additional floorspace.
- There is significant demand for office space within the city centre and close to the railway station. However, limited opportunities for new development sites means that intensification on existing sites will be key to increasing capacity.
- There is significant demand for housing in Cambridge, including affordable and key worker housing. However, with few opportunities for new residential sites in the city centre, re-use of existing vacant or underutilised space will be important.
- There is a significant need for student accommodation to meet the aspirations of the University of Cambridge and Anglia Ruskin University; thus opportunities to deliver additional provision should be identified. Additional demand for student hostels may also be generated through the growth of specialist schools in Cambridge.
- With the University of Cambridge developing sites in West and North West Cambridge and relocating facilities to these areas, some sites in the centre are expected to be freed up for redevelopment and improvement, including the Old Mill/ Press and New Museums sites, although the majority of these uses will be related to the University.
- The Anglia Ruskin University campus is at capacity, therefore any future growth may require the identification of additional space.
- Key worker housing, close to teaching facilities to minimise commuting, is required to support the universities.
- There is a need for increased hotel provision in the city centre. With a lack of potential for sites for new-build hotel development, opportunities for upper floor conversions should be explored.
- Opportunities to expand the tourist circuit within the city centre should be considered.
- Pedestrian and cycle capacity is already constrained. There is need to address overcrowding on non-pedestrianized streets as well as conflict between different users. Additional cycle parking is a priority.
- The bus station is operating over capacity and bus routes have a significant impact on the functionality of the city centre. There is a need to review bus services within the city centre to address current deficiencies as well as to consider whether further capacity can be realised.
- Accessibility and connectivity between the railway station and the city centre should be improved.
- There is limited car parking within the city centre; therefore car parks are unlikely to offer significant potential as development sites.
- Although the majority of roads in the city centre are too small to offer any potential development land through redesigning schemes, the size of the East Road/ Elizabeth Way roundabout does offer an opportunity.

3 Growth Requirements

As a popular and dynamic location, there are many competing development pressures on Cambridge within the context of a small compact city constrained by historic buildings and protected open spaces. In addition to high demand for housing and employment space, there is a need to facilitate the continued success of the Universities, to provide essential services and facilities to meet the day to day needs of residents as well as visitors and to maintain the city as sub regional centre for shopping, leisure and cultural activities. This section explores the need for additional floorspace for each of these different types of use.

3.1 Population

In the 2011 Census, Cambridge had a population of 123,900, an increase of 13.8% from 2001. This growth is expected to continue in the future and by 2031, the latest Cambridgeshire County Council forecasts suggest the population will have reached 150,000 (Table 3.1).

Cambridge serves a sub-regional role in many of its functions, so it is also important to consider the anticipated population growth in the wider area. The latest estimates suggest that the population of Cambridgeshire as a whole will increase by 23% in the period up to 2031. Not all of this population will look to Cambridge to service its needs, in particular retail and leisure, nevertheless a proportion will do so.

Table 3.1 Cambridgeshire Population

Local Authority	Total ¹			% Change
	2001 ²	2011 ³	2031 ⁴	2011 – 2031
Cambridge City	110,000	123,000	150,000	27,000
East Cambridgeshire	73,000	84,000	110,000	26,000
Fenland	84,000	96,000	118,000	22,000
Huntingdonshire	157,000	170,000	201,000	31,000
South Cambridgeshire	131,000	150,000	188,000	38,000
Cambridgeshire	555,000	622,000	767,000	144,000

Notes: (1) The figures have been rounded to the nearest 100. Totals may not add due to rounding. (2) ONS mid-2001 revised population estimates; (3) ONS mid-2011 population estimate; (4) CCC indicative population estimate

Source: Cambridgeshire County Council (2013) *Population, Housing and Employment Forecasts Technical Paper*

3.2 Employment

Sustaining and enhancing Cambridge's share of economic growth and its status as a centre for world class for higher education, research and development is a key priority for the future. Part of the challenge will be to ensure that Cambridge has the right mix of employment sites/ properties in the right locations to meet the anticipated demand. The *Cambridge Cluster at 50 Report* (2012) notes that retail, leisure and business, financial and professional services, are all expected to grow

substantially over the next twenty years, placing increasing pressure on the city centre.

The now revoked Regional Spatial Strategy Review (2009) had set a provisional target for 20,000 jobs over the period 2011-2031 (equivalent to 1,000 jobs per annum). This forecast is being reviewed, as it is now the responsibility of the Local Authority to identify the appropriate level of employment growth through the Local Plan process. The latest forecasts from Cambridge County Council estimate that 22,000 net additional jobs will be created over the period 2011 – 2031, (*Population, Housing and Employment Forecasts Technical Report*, 2013).

The *Employment Land Review Update* (2012) considered two projections of jobs growth, which translated to an overall demand for an additional 83,000-101,000 sq.m. of B-class floorspace over the period 2011-2031 in Cambridge (Table 3.2). In terms of supply, the study concluded there was sufficient provision currently, although in the future there is likely to be a shortage of B1a (office) space, with demand for office space primarily focused in Cambridge city centre and on the northern fringe around Cambridge Science Park. Given the lack of available sites within the city centre, the study emphasises that intensification of existing sites will be key.

Table 3.2 Employment Growth Demand, 2011 – 2031

	Baseline Projection	Policy Projection
Net additional jobs	14,740	19,600
Of which will be accommodated on B-class property	5,700	7,000
Net floorspace (000s sq.m. GEA)		
- Office (B1a)	45	59
- R&D (B1b)	19	20
- Industrial (B1c/B2)	0.7	1.5
- Warehouse (B8)	18	21
Total	83	101
Land requirement (ha)		
- Office (B1a) - city	6.7	8.7
- R&D (B1b) – city	2.7	2.9
- Office (B1a) – out of centre	0.0	0.0
- R&D (B1b) – out of centre	0.0	0.0
- Industrial (B1c/B2)	0.2	0.4
- Warehouse (B8)	3.6	4.3
Total	13.1	16.2

Source: SQW (2012) *Employment Land Review Update and Review of Selective Management of Employment Policies*

The *Employment Land Review Update* (2012) notes that development, investment and occupier interest in recent years has contracted into the most popular locations – Cambridge city centre (particularly Hills Road/ Station Road area, including CB1) and the northern fringe (around Cambridge Science Park, Cambridge Business Park and St John’s Innovation Centre). One of the effects of the economic slowdown has been limited speculative office or R&D developments and no industrial or warehouse units in Cambridge, in recent years.

Assessment of the development pipeline (planning permissions and allocations) suggests that in terms of overall quantity of land there is a sufficient availability in Cambridge City and South Cambridgeshire. However, the quality and location of the existing provision does not necessarily meet market demands; in particular the demand for office space in prime city-centre locations. The city centre is becoming an increasingly important location for businesses and there is evidence to suggest the firms are willing to accept intensification on sites (including limited parking provision) to secure a city centre site, particularly close to the railway station or the route of the Cambridgeshire Guided Busway. Opportunities to increase provision within such locations will be important.

The Employment Land Review is in the process of being updated. Emerging results suggest that 7.4ha of land or 70,200 sq.m. of B-use space will be required. This is based on the slightly higher forecast of jobs growth (22,100 jobs) in Cambridge over the period 2011-2031.

3.3 Housing

Significant housing growth is anticipated in Cambridge during the period to 2031. Since the Regional Spatial Strategy has now been revoked, it is the responsibility of the local authority to identify the appropriate level of housing to be provided through the Local Plan process. In the interim Cambridgeshire authorities have agreed a joint position statement regarding total provision, with Cambridge having a target of 14,000 dwellings between 2011 to 2031 (equivalent to 700 per annum).

The *Strategic Housing Market Assessment* (SHMA, 2009/10), identifies a total housing need of 1,910 homes per year; and an annual affordable housing need of 571; which over the period 2011-2031 is equivalent to 38,200 homes and 11,420 affordable homes. The SHMA is in the process of being updated; emerging results suggest lower levels of overall need. The *Strategic Housing Land Availability Assessment* (2012) has identified capacity of around 12,600 dwellings in the period to 2031.

3.4 Retail and Leisure

The *Cambridge Retail and Leisure Study Update* (2013) concludes that in the period up to 2031 (Table 3.3):

- No additional convenience floorspace will be required, given existing commitments for store extensions and new stores coming forward in areas of major housing growth, which will absorb short-medium term demand.
- Around 40,000 sq.m. of comparison floorspace will be required; although the initial focus for the planning strategy should be the 14,000 sq.m. required by 2022 due to the uncertainties associated with long range retail forecasts.
- Around 20,000 sq.m. of additional commercial leisure floorspace will be required.

Two alternate scenarios for comparison floorspace requirements were tested as part of the Study. The first considered the impact of major retail developments proposed in the wider area, in particular at Peterborough, Huntingdon and Northstowe; and the second considered the impact of the wider development proposals plus changing shopping patterns, in particular an increase in special

forms of trading including online shopping. These scenarios respectively reduced the overall requirements by 2031 to 22,000 sq.m. and 12,000 sq.m (Table 3.4).

Table 3.3 Retail and Leisure Floorspace Requirements to 2031

	Net Additional Floorspace (sq.m.)	
	2022	2031
Convenience	0	0
Comparison	14,141	39,976
Commercial leisure ¹		20,141
- Of which, café, restaurant, pub, bar and nightclub sector		12,592

Notes: (1) There is no need for additional floorspace for cinemas, gaming sector, snooker, ten-pin bowling or children's play facilities. However, as the population grows, there may be need for additional private health and fitness clubs, as well as children's play facilities in locations close to family housing areas.

Source: GVA (2013) *Cambridge Retail and Leisure Study Update 2013*

Table 3.4 Comparison Floorspace Requirements to 2031

Scenario	Net Additional Floorspace (sq.m.)	
	2022	2031
Baseline	14,141	39,976
Wider developments ¹	0	21,563
Wider developments and increased share of special forms of trading	0	12,444

Notes: (1) Planned expansion of Peterborough city centre, enhancement of the comparison offer in Huntingdon and planned new town centre at Northstowe.

Source: GVA (2013) *Cambridge Retail and Leisure Study Update 2013*

A household survey was conducted as part of the Retail and Leisure Study, which indicated that the city centre is the main location for comparison retail and leisure services. Thus, in line with its position in the retail hierarchy, the city centre should be the main location to meet the identified need. In particular:

- Comparison floorspace and additional cafes, restaurant and bar space should be focused in the historic core; the latter particularly around the Market Place, Kings Parade, Bridge Street/ Quayside and St Andrew's Street/ Regent Street.
- Comparison floorspace and commercial leisure should be focussed in the Fitzroy / Burleigh Street area.
- Additional commercial leisure floorspace should also be considered around the station and wider environs as part of the Hills Road/ Station redevelopment and as an expansion to the Leisure Park.

3.5 Education

As discussed in section 2, the University of Cambridge is planning to make significant new provision for growth in its West and North West Cambridge sites.

These two areas will meet much of the University's requirements, although not for student accommodation.

If current projected growth rates are realised, there will be a shortfall of 3,740 rooms by 2031, (*Cambridge Local Plan Towards 2031 – Issues and Options Report*, 2012). It is anticipated that the Colleges will provide 1,500 rooms through refurbishment of existing space within their own sites; however later in the plan period additional sites would be required. The proposals for North West Cambridge include 2,000 new units of student accommodation, which may address some of this need; however the residual requirement (240 rooms) will need to be found on other sites within the city, including within the city centre.

A consultation response received from the Cambridge Colleges suggests that the need might be greater than identified in the Issues and Options Report, with a shortfall of 6,396 rooms over the period to 2031. The Colleges estimate that allowing for refurbishment of existing provision (2,800 rooms) and the planned development in North West Cambridge (2,000 rooms), there is a residual need for 1,596 rooms.

Anglia Ruskin University is redeveloping its East Road campus and will be further expanding their space at New Street/ Young Street. These sites offer no further capacity and thus, as set out in the *Cambridge Local Plan – Towards 2031, Issues and Options Report* (2012), any additional longer term growth may require a further satellite campus. Although the current proportion of students housed in purpose built hostel accommodation is low, Anglia Ruskin University is keen to increase provision. The CB1 development and Brunswick site are providing significant new provision; however additional capacity is required, in part to offset the loss of 106 bedspaces in hostels on Tennis Court Road.

The present restrictive policy in the adopted *Local Plan* (2006) prevents the establishment of new language schools. However, as part of the emerging Local Plan (*Cambridge Local Plan Towards 2031 – Issues and Options Report*, 2012) an option to remove this restriction is being considered. If this restriction was relaxed additional space may be required not only for teaching facilities but also potentially for accompanying student hostel accommodation.

3.6 Tourism

Accommodation

The *Cambridge Hotel Futures* study concludes that there is scope for another 3-4 boutique hotels in the city centre through either the redevelopment of existing hotels or conversion of other land uses, as well as a new large international luxury 4* (or potentially 5*). In the long term beyond 2026, the Study identifies a need for a new 3* hotel in the city centre.

The Issues and Options Report (*Cambridge Local Plan Towards 2031 – Issues and Options Report*, 2012) notes that between 900 and 2,000 new bedrooms will be needed in the period to 2031 depending on how strongly the economy grows. For the highest growth forecast, 370 bedrooms within 4* and boutique hotels and 140 bedrooms within 3* city centre hotels will be required over and above existing commitments. Budget hotels will be adequately catered for and a small growth in serviced apartments is likely within the plan period. The *Issues and*

Options Report (2012) presented two options for consideration, medium and high growth planning scenarios with requirements for 1,500 and 2,000 new bedrooms respectively.

Visitor Attractions

The focus for tourism in Cambridge is on improving the quality of experience and balancing this against protecting the quality of life for local residents. With this emphasis on managing the volume of tourism, there are no specific requirements for additional floorspace for visitor attractions, although the Council would welcome new attractions if they would help to diversify the existing offer and were well related to the cultural heritage of the city.

3.7 Summary and Implications

3.7.1 Summary

Over the period to 2031, Cambridge needs to deliver a significant quantum of growth across various sectors. Not all of this growth will need to be delivered within the city centre but nevertheless it will need to provide a significant contribution, particular in the retail and leisure sectors.

Table 3.5 Summary of Growth Requirements to 2031

Type	Growth Requirement
Jobs growth	22,000 jobs
Employment land	70,200 sq.m. (B1/2/8)
Housing growth	14,000 dwellings
Housing need	TBC – SHMA being updated
Retail	40,000 sq.m. comparison floorspace (Plan for 14,000 sq.m. comparison floorspace to 2022)
Leisure	20,000 sq.m.
Education	1,600 + student hostel rooms
Hotels	1,500-2,000 bedrooms

Notes: Numbers rounded to the nearest hundred.

3.7.2 Implications for this Study

- The city centre is an increasingly important location for office development, particularly in the centre itself, at the railway station and along the route of the Cambridge Guided Busway. Opportunities to increase provision in these locations will be important.
- Intensification of existing sites will be key for the delivery of new office space, with potential occupiers increasingly willing to accept denser sites with less parking.
- Significant need for additional residential units.
- The foci for additional retail and leisure floorspace should be within the historic core and in the Fitzroy / Burleigh Street area.
- The presence of higher and specialist education facilities in Cambridge has generated a significant demand for additional student accommodation not only to meet the aspirations of the institutions but also to relieve pressure on the local housing market.

4 Sites Capacity Assessment

The future capacity of the city centre to absorb population growth over the Local Plan period to 2031 will to a large extent rest on the physical opportunities to increase floorspace for residential accommodation and each of the key economic sectors in Cambridge. There are three ways that additional capacity may be delivered:

- Development of new sites
- Re-development of existing sites at greater densities
- Intensification of use within existing buildings to absorb existing capacity that is not fully utilised.

Our approach to assessing capacity has involved:

- Identifying known (re-)development sites within the city centre through a review of the *Local Plan* (2006), the emerging Local Plan (*Cambridge Local Plan – Towards 2031, Issues and Options 2 Consultation*, 2013), associated evidence base documents and discussions with council officers;
- Identifying additional scope for increasing density of development on existing sites through site visits.
- Identifying opportunities to intensify use at vacant or underutilised sites/property through a combination of site visits and analysis of property market information and other studies;
- Estimating capacity delivered through each of these options using known information, for example from planning applications, and applying broad brush assumptions where no existing information is available.

This is not a question of development at any cost; it will need to respect the historical and environmental quality of the city. Based on the analysis in section 2 and principles for good design, a number of criteria have informed the assessment:

- Development of protected open spaces and within flood zone 3b to be avoided.
- Demolition of listed buildings or buildings of local interest to be avoided but sensitive re-use or extension to be considered.
- Developments of an inappropriate scale or form with respect to surrounding urban form and Cambridge's *Skyline Guidance* (2012) to be avoided.
- Proposed uses to consider relationship to surrounding uses and to reinforce the existing zones of activity.

4.1 Identification of City Centre Development Sites

The development plan and supporting evidence base studies were reviewed to identify potential development sites within and adjacent to the existing Local Plan city centre boundary to inform the assessment of capacity and the review of the city centre boundary. The key opportunities identified in each of these studies are set out below.

Development Plan

The adopted *Local Plan* (2006) identified six sites within the existing city centre boundary with redevelopment potential; three of which have subsequently been, or are in the process of being, built out. The remaining three sites were carried forward to the emerging Local Plan Issues and Options Report (*Cambridge Local Plan – Towards 2031, Issues and Options 2*, 2013) as well as one newly identified site. However, post Issues and Options consultation, the Council has decided that the newly identified site will not be identified in the emerging Local Plan, as the site is under 0.5ha – the minimum size threshold for residential sites – and will therefore be counted as a windfall site.

The available sites and their potential capacity are set out in Table 4.1, as well as an overview of other sites considered as part of the preparation of the Issues and Options Report, which were not taken forward and the reasons why. The table also summarises updates based on officer discussions to the available sites and capacity estimates, which will be reflected in the emerging Local Plan.

Strategic Housing Land Availability Assessment

As part of the evidence base to inform the identification of sites for redevelopment within the city centre, Cambridge City Council conducted a Strategic Housing Land Availability Assessment (SHLAA). Within the city centre, only one site identified in the SHLAA was taken forward in the emerging Local Plan Issues and Options Report (*Cambridge Local Plan – Towards 2031, Issues and Options 2*, 2013): 64-68 Newmarket Road (Site R19). Table 4.2 provides an overview of the other sites considered in the SHLAA, which were not taken forward and the reasons why.

Employment Land Review

The Employment Land Review (ELR), which has also been prepared as part of the evidence base for the emerging Local Plan, was also reviewed. The ELR did not identify any potential sites within or immediately adjacent to the existing Local Plan city centre boundary.

Table 4.1 Local Plan - Potential Development Sites

Site Name	Site Identified		Reason Site Not Taken Forward to Issues and Options Report	Issues and Options Report			Post Issues and Options Consultation Changes
	Local Plan (2006)	Issues and Options Report (2013)		Designation	Area (ha)	Potential Residential Capacity	
Sites within existing Local Plan city centre boundary							
64-68 Newmarket Road	No	Yes – Site R19	n/a	Residential	0.27	60	Site under 0.5ha – to be counted as windfall site
Old Press/Mill Lane	Yes (part) – Site 7.10	Yes – Site U1	n/a	University/mixed use	2	n/a	n/a
New Museums	Yes – Site 7.08	Yes – Site U2	n/a	University/mixed use	1.97	n/a	n/a
Police Station, Parkside	Yes – Site 5.12	Yes – Site M4	n/a	Mixed use	0.49	50	Site to be designated for residential only. Site area revised - 0.5ha.
Bradwell's Court	Yes – Site 6.01	No	Built out	n/a	n/a	n/a	n/a
Fire Station, Parkside	Yes – Site 5.12	No	Under construction	n/a	n/a	n/a	n/a
Brunswick Site	Yes – Site 7.11	No	Under construction	n/a	n/a	n/a	n/a
Sites close to the existing Local Plan city centre boundary							
1 and 7-11 Hills Road	No	Yes – Site E5	n/a	Employment	1.40	n/a	n/a
Henry Giles House, Chesterton Road	Yes – Site 5.15	Yes – Site R4	n/a	Residential	0.775	48	Site area revised – 0.78ha
Mitcham's Corner	Yes – Site 7.04	No	Site 7.04 is comprised of two individual sites under 0.5ha separated by large road – to be counted as windfalls	n/a	n/a	n/a	n/a
New Street/ Newmarket Road	Yes – Site 7.01	No	Built out	n/a	n/a	n/a	n/a
Bradmore Street Site	Yes – Site 7.14	No	Built out	n/a	n/a	n/a	n/a

Source: Cambridge City Council (2006) *Local Plan*; Cambridge City Council (2013) *Cambridge Local Plan – Towards 2031, Issues and Options 2*; Cambridge City Council (2013)

Table 4.2 SHLAA

Site name	Source	Area (ha)	Potential Capacity	Reason not taken forward
Sites within existing Local Plan city centre boundary				
64-68 Newmarket Road	SHLAA	0.27	60	n/a
Auckland Road Clinic	SHLAA	0.20	12	Deliverable in 0-5 years; however, not taken forward as below 0.5ha.
48-61 Burleigh Street	SHLAA	0.30	12	Developable in 6-20years; however, not taken forward as below 0.5ha.
Grafton East Multi-Storey Car Park	SHLAA	0.46	n/a	Not suitable for residential development because it is one of the main multi-storey car parks serving the city centre and the Grafton shopping centre, and its loss could have a negative impact on the viability of the city centre. As such, it is not considered to be suitable for development. Site is also in the CPZ.
Grafton West Multi-storey car park, Fitzroy Lane	SHLAA	0.30	n/a	Not suitable for residential development because it is one of the main multi-storey car parks serving the city centre and the Grafton shopping centre, and its loss could have a negative impact on the viability of the city centre. As such, it is not considered to be suitable for development. Site is also in the CPZ.
Car park behind 1 Regent Street	SHLAA	0.19	n/a	Unsuitable for residential development given the sites main function as a car park serving the adjoining office/commercial premises at 1 Regent Street (a protected office site in the ELR), and the proximity of adjoining buildings (one listed Grade II) which area of differing heights and scale, it is unsuitable for residential development. It would also result in the loss of car parking within the Controlled Parking Zone.
Open space and car park in front of The Judge Institute of Management Studies	SHLAA	0.26	n/a	Considered to be unsuitable for residential development. It lies adjacent to Grade II Listed Buildings which overlook the site. Residential development is likely to result in an adverse impact on the setting of Grade II Listed Buildings (Judge Institute of Management Studies) which overlook the site, and on the character and appearance of the Conservation Area. Development would result in the loss of car parking within the Controlled Parking Zone.
Car park behind the Royal Cambridge Hotel	SHLAA	0.21	n/a	Considered to be unsuitable for residential development because it would result in overlooking from the adjacent 3-storey, Grade II Listed, Royal Cambridge Hotel, and the University's Engineering Building to the west; the potential loss of mature trees on site; an adverse impact on the setting of the Listed Hotel building; and, on the character and appearance of the Conservation Area.
Lion Yard/Grand Arcade Multi-Storey Car Park	SHLAA	0.36	n/a	Not suitable for residential development because it is one of the main multi-storey car parks serving the city centre and the Grand Arcade, and its loss could have a negative impact on the viability of the city centre. As such, it is not considered to be suitable for development. Site is also in the CPZ.
Park Street Multi-Storey Car Park	SHLAA	0.26	n/a	Not suitable for residential development because it is one of the main multi-storey car parks serving the city centre and the Grand Arcade, and its loss could have a negative impact on the viability of the city centre. As such, it is not considered to be suitable for development. Site is also in the CPZ.

Site name	Source	Area (ha)	Potential Capacity	Reason not taken forward
Sites close to the existing Local Plan city centre boundary				
Shire Hall site, Old Police Station, Castle Mound & 42 Castle Street	SHLAA	2.91	105	Developable in 6-19 years; however, not taken forward as not available for development.
Car parks and open space east of Shire Hall	SHLAA	0.23	n/a	Not considered to be suitable for residential development as it would have a detrimental effect on the scheduled ancient monuments nearby also there would be a substantial loss of parking for the Council. Shire Hall is also a protected office site in ELR.
St John's & Magdalene Colleges Playing Field	SHLAA	10.31	n/a	Not considered to be suitable for residential development. The site is designated in the Local Plan as Protected Open Space. Any development will result in the loss of Protected Open Space and a very significant archaeological site location. A section is within Flood Zone 3b and is unsuitable for development. Any development will harm the open views of this land resulting in an adverse impact on the character and openness of the north western edge of the city centre.
Car park west of Unilever House	SHLAA	0.24	n/a	Considered to be unsuitable for residential development due to the loss of office parking within the CPZ. In addition, the height, scale and proximity of neighbouring buildings and the potential impact on adjoining Listed dwellings and the character of the Conservation Area, render it unsuitable for residential development.
Car park to rear of UCLES buildings, Hills Road	SHLAA	0.30	n/a	Considered to be unsuitable for residential development due to the loss of office parking within the CPZ (office identified in ELR); impact on TPO trees; and, on neighbours amenities.
Queen Anne Multi-storey Car Park, Gonville Place	SHLAA	0.38	n/a	Considered to be unsuitable for residential development. The site provides car parking for the city centre, as well as Parkside Pools and Kelsey leisure centre. Loss of this car parking could impact on the viability of the uses that the car park serves as well as impacting on the viability of the city centre. Site is in the CPZ. Redevelopment of this site would also result in the loss of a significant leisure facility and would be contrary to Policy 5/11. It is felt that it would difficult to relocate this facility to a location of equal accessibility.
Former Cambridge Regional College/Ragged School site, Young Street	SHLAA	0.35	n/a	Not considered to be suitable for residential development as the site has been acquired by Anglia Ruskin University who intend to develop the site for educational use.
Car park and land behind Arundal House Hotel	SHLAA	0.35	n/a	Not considered to be suitable for residential development as it is the hotel car park and is needed by the hotel. There would be a problem of overlooking from the hotel itself, too.

Source: Cambridge City Council (May 2012) *Strategic Housing Land Availability Assessment*

4.2 Other Potential Development Opportunities

The *Cambridge Historic Core Conservation Appraisal* (2006) includes a street by street analysis of the sensitivity of each street within the city centre to change and identifies potential opportunities for (re-)development. The streets are categorised as:

- *Very high (red)* – most sensitive, where significant change should not be considered except to replace buildings or features identified as particularly intrusive.
- *High (orange)* – redevelopment should be restricted to buildings or features which have a negative impact on the character of the street.
- *Significant (green)* - some major opportunities for redevelopment.
- *Low (blue)* – lowest sensitivity, where there is significant scope for redevelopment.

The results from this appraisal, updated by Barker Storey Matthews as part of the land use survey undertaken for this study, are summarised below (Table 4.3). The outputs from this assessment were used to narrow the search areas for additional capacity within the city centre. In summary the following capacity was identified in each of the categories of streets:

- Very high – no (re-)development opportunities
- High – the majority of the streets have no (re-)development potential; seven specific sites are identified as opportunities and three further streets offer partial potential for redevelopment / intensification.
- Significant – greater potential for (re-)development. Around twenty specific sites identified as potential opportunities and some scope for intensification.
- Low – two potential sites identified on Round Church Street, no further opportunities identified.

Table 4.3 Assessment of Development Opportunities by Street

Conservation Area Significance	Street	(Re-)Development Opportunities
Very High	Bene't Street	None. The old Barclays Bank building is currently undergoing redevelopment. No further development opportunities.
	Coe Fen / Sheep's Green (to Fen Causeway)	None – semi natural open space.
	King's Parade / Senate House Hill	No development opportunities.
	Northampton Street / Magdalene Street	Few opportunities for new buildings exist.
	Queen's Road	Part of the inner ring road through the Backs – no development opportunities.
	St Edward's Passage	No (re-)development opportunities identified.
	St John's Street	No (re-)development opportunities identified.
	St Mary's Passage	No (re-)development opportunities identified.
	Senate House Passage	No (re-)development opportunities identified.
	The Backs	Private gardens – no development opportunities.
	Trinity Lane	No obvious opportunities for the redevelopment of buildings exist.
	Trinity Street	No (re-)development opportunities identified.
	Trumpington Street	No (re-)development opportunities identified.
High	All Saint's Passage	No (re-)development opportunities identified.
	Botolph Lane	Little opportunity for redevelopment.
	Bridge Street	Potential sites are largely restricted to infill opportunities to replace buildings of marginal / negative townscape quality.
	Christ's Pieces	Victorian park. Potential for landscape improvements. Scope for enhancing built environment surrounding open space.
	Fitzwilliam Street	Little scope for re-development.
	Free School Lane	No (re-)development opportunities identified.
	Garret Hostel Lane	The major opportunity is to improve the 1960s buildings of Trinity Hall.
	Green Street	The major redevelopment opportunity is no 38-39. - now vacant following Jessops demise.
	Jesus Green	Park and recreation green. Opportunities to improve recreational facilities and associated boundary treatments.
	Jesus Lane	Further improvements could be made to the shop fronts and buildings generally between Bridge Street and New Park Street. Site of the former Shopping Forum, offers a key opportunity for redevelopment.
	King Street	No (re-)development opportunities identified

Conservation Area Significance	Street	(Re-)Development Opportunities
		although improvements could be made to shop fronts.
	Little St Mary's Lane	No (re-)development opportunities identified.
	Malcolm Street	No (re-)development opportunities identified.
	Market Hill	No (re-)development opportunities identified. The aesthetic appearance of 14 Market Hill (Ladbroke's and Starbucks etc.) could be improved to blend with neighbouring buildings.
	Park Terrace	Little scope for redevelopment.
	Parker's Piece	Open space. Potential for enhancement.
	Pembroke Street	No opportunities for redevelopment.
	Portugal Place	No (re-)development opportunities identified.
	Rose Crescent	No (re-)development opportunities identified.
	St Andrew's Street	The Prudential building (St. Andrew's House), the block to the north of no 55 and no 40 could be redeveloped. Shop frontages at St. Andrew's House have been recently improved.
	St Mary's Street / Market Street	Wholesale redevelopment of any building seems unlikely, but there may be some scope for encouraging more active use of the upper floors of some buildings.
	Sidney Street	May be opportunities to subdivide and redevelop buildings, particularly at the south end of the street.
	Silver Street	No (re-)development opportunities identified.
	Sussex Street	No (re-)development opportunities identified.
	Victoria Avenue	Scope for conversions and possibly sensitive redevelopment to the northern end.
Significant	Chesterton Lane	No (re-)development opportunities identified.
	Chesterton Road	The area of land known as Mitcham's Corner and Henry Giles House could be redeveloped, as well as the retail units at the corner of Chesterton Road and Hawthorn Way. Improvements could be made to shop frontages in the parade between Victoria Avenue and Trafalgar Road.
	Downing Place	No (re-)development opportunities identified.
	Downing Street	No (re-)development opportunities identified.
	Drummer Street	Bus station may offer opportunity for redevelopment.
	Emmanuel Road / Short Street	Redevelopment opportunities limited.
	Emmanuel Street	The Prudential building (St. Andrew's House) together with the entrance to its car park, offers the major opportunity for redevelopment.
	Fen Causeway	Part of the inner ring road, cutting through open space prone to flooding. Not suitable for development.

Conservation Area Significance	Street	(Re-)Development Opportunities
	Gonville Place	The Queen Anne car park and the YMCA provide an opportunity for a new high quality building; as do the conversion and possible extension of the buildings either side of Gresham Road.
	Granta Place	No (re-)development opportunities identified.
	Guildhall Street / Guildhall Place	No re-development opportunities identified.
	Hobson Street	May be opportunities to enhancing servicing areas.
	Lensfield Road	Very little in terms of redevelopment potential, with the exception of the car park to the Chemistry Faculty.
	Market Passage	No (re-)development opportunities identified.
	Mill Lane	The university buildings offer a significant opportunity for redevelopment or reuse. Millers Yard is earmarked for conversion into student accommodation.
	Park Street Housing Area	
	- Lower Park St, New Park St, Portugal St, Park Parade, St John's Road	No (re-)development opportunities identified.
	- Park St	The whole of the west side of the street from Jesus Lane to Round Church Street has some potential for regeneration, rebuilding or a better use of space
	Parkside	The relocation of the police station would provide a redevelopment site.
	Parker Street	No (re-)development opportunities identified.
	Peas Hill	The major development opportunity is the reuse of the former Guildhall Courts. Would benefit from improvement to shop front on west side of street.
	Petty Cury	Some of the upper storeys of buildings appear little used, potential for conversion to residential or other uses.
	Quayside	Modern development, redevelopment is unlikely.
	Queen's Lane	No (re-)development opportunities identified.
	Regent Street	Nos 90-92, 67-73 (Essex House) and 75-78 offer potential for redevelopment. The University Arms hotel would benefit from modernisation.
	Regent Terrace	Considerable scope for infill development.
	Tennis Court Road	No (re-)development opportunities identified.
	Tennis Court Terrace	The private multi-storey car park offers the major opportunity for redevelopment.
	Thompson's Lane	The electricity sub-station and adjacent single storey buildings around the yard could present an opportunity for a high-density residential development.

Conservation Area Significance	Street	(Re-)Development Opportunities
	Wheeler Street / Parson's Court	No specific redevelopment opportunities identified.
Low	Corn Exchange Street	Redevelopment opportunities realised through Grand Arcade development.
	Laundress Lane	No (re-)development opportunities identified.
	Manor Street	Although there are few buildings of quality, most are relatively modern, and there is little likelihood of redevelopment.
	Round Church Street	The car park and Bridge House office block offer opportunities for redevelopment, while the Cambridge Union Society building could be significantly enhanced.
	St Tibb's Row / Post Office Terrace	No development opportunities, street was redeveloped as part of the Grand Arcade scheme.

Source: Cambridge City Council (2006) *Cambridge Historic Core Appraisal*; updated by Barker Story Matthews (2013)

4.3 Opportunity Areas

The adopted Local Plan, emerging Local Plan and other areas based studies were reviewed to identify areas where significant development and change is planned within and adjacent to the existing Local Plan city centre boundary. The key opportunities identified are set out below.

As part of the review of the Local Plan, the Council has consulted upon three Opportunity Areas, which lie within or adjacent to the existing city centre boundary (*Cambridge Local Plan Towards 2013, Issues and Options Report*, June 2012):

- Mill Road
- Eastern Gate
- Cambridge Railway Station to the City Centre and Hills Road Corridor

Mill Road

Mill Road is identified as an area not for further development but rather as an opportunity to maintain and enhance the character of the area, in particular through improvements to the public realm. Two potential development sites have been identified through the SHLAA for residential use, and proposed for allocation by the Council in *Cambridge Local Plan Towards 2013, Issues and Options 2, Part 2* (2013):

- Mill Road Depot and adjoining properties (Site R10) - 167 units in the medium to long term, subject to the relocation of the depot.
- Travis Perkins, Devonshire Road (Site R9) – 43 units.

Eastern Gate

Eastern Gate stretches from the Crown Court and Elizabeth Way roundabout to the edge of the Newmarket Road Retail Park. A number of development sites plus five key projects to improve the highway network, public realm and overall environmental quality are identified based on the Supplementary Planning Document (SPD), which has been produced to guide development at Eastern Gate. The key projects include remodelling Elizabeth Way roundabout and key junctions (St Matthew's and Coldham's Lane), as well as a wider place and movement improvements in Newmarket Road, East Road, New Street and Harvest Way.

Whilst no quanta are defined, the SPD does identify two sites (7.01 and 7.03) allocated within the adopted Local Plan (2006), as well as six further potential development sites, including Compass House offices and the National Tyres and Autocare store at the East Road/ Elizabeth Way roundabout. The two allocated sites are now both built out, however a further site within this area was identified through the SHLAA and proposed for allocation as part of the Issues and Options Report (*Cambridge Local Plan Towards 2031, Issues and Options 2, Part 2, 2013*) – 64-68 Newmarket Road (Site R19) for residential use with a potential capacity of 60 units. However, this site is no longer going to be included as an allocation in the emerging Local Plan as it is below the size threshold for residential sites and will instead be counted as a windfall site.

Only two of the potential development sites have been identified within the emerging Local Plan (*Cambridge Local Plan Towards 2031 – Issues and Options Report 2, Part 2, 2013*) and its evidence base documents. The two identified sites were included within the SHLAA; however neither site was considered to offer potential for residential capacity, for the following reasons:

- The former Cambridge Regional College/ Ragged School site on Young Street - acquired for educational use by Anglia Ruskin University and therefore no longer available.
- West Garage, 217 Newmarket Road – no interest from owner to develop the site for residential use.

Cambridge Railway Station to the City Centre and Hills Road Corridor

The railway station, identified as an Area of Major Change in the adopted Local Plan (2006), is undergoing a radical transformation with the development of CB1 and the creation of a new transport interchange. However, the link between this key gateway and the city centre is poor in terms of public realm quality and pedestrian and cyclist accessibility/ user experience. This Opportunity Area, which stretches from the station to the bottom of St Andrew's Street, is intended to address this issue. As well as suggested improvements to the streetscape and infrastructure along Hills Road, (based on the City's Council 'Project Cambridge: Connecting the Station to the City Centre'), potential for the redevelopment of land and buildings is identified. Five potential sites were identified within and adjacent to this Opportunity Area through the SHLAA and ELR, (Table 4.4).

Table 4.4 Potential Development Sites - Hills Road Corridor

Site Name	Site Identified		Issues and Options Report			Post Issues and Options Consultation Changes
	Source	Issues and Options Report Site Reference	Designation	Area (ha)	Potential Residential Capacity	
1 & 7-11 Hills Road	1	E5	Employment	1.4	n/a	n/a
82-90 Hills Road and 57-63 Bateman Street	2	M5	Mixed use	0.58	n/a	n/a
Clifton Road Industrial Estate	3, 4	M2	Mixed use	7.55	100	Residential capacity revised to 550 dwellings
Railway sidings, west of Rustat Road	1	E6	n/a – Identified but not considered suitable for employment use as no viable access			
Car Park at the rear of UCLES buildings, Hills Road	2	n/a	n/a - Identified but not considered suitable for residential development			

Source: (1) Warwick Business Management Ltd (2008) *Employment Land Review*; (2) Cambridge City Council (2012) *Strategic Housing Land Availability Assessment*; (3) Cambridge City Council (2013) *Cambridge Local Plan Towards 2031, Issues and Options 2, Part 2*; (4) Cambridge City Council (2013)

Old Press/ Mill Lane

A SPD has been produced to guide development at the Old Press/ Mill Lane site, which sets the scale for development potential, consisting of around 5,600 sq.m. of adaptive reuse plus around 15,400 sq.m. through new build development. As well as university uses, the following indicative mix is suggested:

- Residential - up to 150 units *
- Commercial – up to 6,000 sq.m.
- Hotel – up to 75 bedrooms
- Other (excluding retail) - up to 1,000 sq.m.

* Note: If student residential is provided, there is the potential for up to 200 student residential units or the equivalent sq.m. in student accommodation.

This site is proposed for allocation (Site U1) as part of the *Cambridge Local Plan Towards 2013, Issues and Options 2, Part 2* (2013).

Mitcham's Corner

A strategic planning and development brief was prepared for this area in 2003 stretching from the north of the River Cam to the city football ground. The brief identifies a number of projects to improve the user experience for pedestrians, cyclists and vehicular traffic; as well as potential development sites. Whilst no quanta are defined, the brief identifies potential for a mix of uses of these sites including retail, commercial and residential development.

One of these sites, Cambridge City Football Ground, (a 1.71 ha site with potential capacity for 147 residential units), was allocated in the adopted Local Plan (Site 5.05) and is proposed for allocation (Site R3) as part of the *Cambridge Local Plan Towards 2013, Issues and Options 2, Part 2* (2013). Planning consent has been granted for 138 dwellings subject to the completion of a S106 agreement. A second potential site was allocated in the adopted Local Plan (Site 7.04); however given the fact this 'site' is in fact two individual sites under 0.5ha separated by a large road; the intention is to count them as windfall sites in the emerging Local Plan and they will not therefore be allocated.

4.4 Vacancy & Intensification

The city centre has a number of vacant and underutilised properties that could contribute to meeting the capacity requirements for growth.

As part of the *Employment Land Review*, an assessment of the vacancy levels in the city centre was undertaken, which revealed a total of 17,063 sq.m. of available office and R&D floorspace in the city centre (Table 4.5). The assessment indicated very limited availability in the prime city centre location.

Table 4.5 Vacancy

Location	Grade A Office (sq.m.)	Secondary Office (sq.m.)	R&D (sq.m.)	Total (sq.m.)
Prime city centre	1,367	1,428	-	2,795
Secondary centre area	2,302	10,909	1,057	14,268
Total	3,669	12,337	1,057	17,063

Notes: Prime city centre = Hills Road and Station Road; Secondary centre area = e.g. Castle Hill, Westbrook Centre, Clifton Road

Source: SQW (2012) *Employment Land Review Update and Review of Selective Management of Employment Policies*

Analysis of office space advertised on a property market database reveals similarly low levels of vacancy, with around 5,000sq.m. of available space within the city centre (Table 4.6).

Table 4.6 Available City Centre Office Space

Street Name	Use class	No. of Units	Available Space (sq.m.)
Bridge Street	B1	2	637
Burleigh Street	B1	4	914
East Road	B1	5	205
Newmarket Road	B1	12	616
Peas Hill	B1	5	344
Regent Street	B1	8	342
Sidney Street	B1	4	423
St Andrew's Street	B1	9	1,481
Trinity Street	A2	1	73
Total – Offices		50	5,035

Source: www.focusnet.co.uk, (February 2013)

The City Council's shopping survey, which fed into the *Cambridge Retail and Leisure Update* (2013), identified all shopping units within the city including vacant units. In total 110 vacant units were identified in Cambridge of which 55 were in the city centre, (Table 4.7). No floorspace information was available. Analysis of retail units advertised on a property market database reveals around 7,500 sq.m. of space available in the city centre, (Table 4.8).

Table 4.7 Vacant Units in Cambridge

Vacant Use Class	No. of Units		
	Cambridge	Historic Core	Fitzroy / Burleigh Street (including Grafton shopping centre)
A1	56	20	14
A2	9	3	3
A3	8	1	1
A4	7	1	0
B1	7	0	0
D1	7	0	3
Sui Generis	5	1	2
Unknown	11	1	5
Total	110	27	28

Source: Cambridge City Council (2012) *Cambridge Shopping Survey 2012*

Table 4.8 Available City Centre Retail Space

Street Name	Use class	Available Space (sq.m.)
Burleigh Street	A1	380
East Road	A1	1,709
Fitzroy Street	A1	458
The Grafton shopping centre	A1	908
Green Street	A1	209
	A3	37
King Street	A1	166
Kings Parade	A1	36
Lions Yard	A1	1,953
Market Street	A1	405
Napier Street	A1	105
Petty Cury	A1	230
Regent Street	A1	190
Rose Crescent	A1	151
Sidney Street	A1	280
St Andrew's Street	A1	358
Total – Retail/ Restaurants		7,575

Source: www.focusnet.co.uk, (February 2013)

As part of the land use mapping exercise undertaken for this study, information on vacancy by floor for commercial units was collated. This is shown spatially in Figure 2.4 – 2.8. Significant vacancy opportunities identified on the land use maps include the Compass House offices on the Eastern Gate roundabout and the Auckland Road Clinic off Newmarket Road. In addition, there are a number of ground and upper storey vacant properties along King Street and Hobson Street, which provide the potential to revitalise these streets and improve the active commercial offer between the historic core and the Fitzroy/ Burleigh Street area. There are also a number of vacant units along Regent Street, both on the ground floor and on upper storeys. This road forms part of the Hills Road Corridor and gateway to the city from those arriving from the rail station. Vacant ground and upper floor units have also been identified along Trumpington Street and Mill Lane (ground floor only).

The land use mapping exercise was based on visual inspection and no contact with occupiers or property owners was undertaken. This potential is therefore likely to be greater than shown on these maps due to the limitations of visual inspections. It is recommended that further work is commissioned by the Council that builds upon this information, for example a door to door survey with businesses to establish actual levels of vacancy on upper floors.

There may be scope for the Business Improvement District (BID) group to assist with the process of taking forward a strategy for promoting and utilising vacant and underutilised units within the city centre. One of the initiatives that the BID group is already considering is encouraging pop up shops to take up temporary occupancy of vacant units. Other initiatives which could be explored include a

promotional campaign to promote the opportunities for diversification of uses on upper storeys of existing buildings and preparation of bespoke guidance to address planning and building control issues, such as change of use or fire escape routes.

4.5 Retail Frontages

The retail offer in Cambridge is centred on two main areas of shopping; the historic core to the west and the Fitzroy/ Burleigh Street area to the east. The National Planning Policy Framework (NPPF) tasks local planning authorities with defining Primary Shopping Areas, considered in the context of primary and secondary shopping frontage designations. The NPPF sets the following definitions:

- Primary Shopping Area - Defined area where retail development is concentrated (generally comprising the primary and those secondary frontages which are contiguous and closely related to the primary shopping frontage). The extent of the primary shopping area should be defined on the Proposals Map. Smaller centres may not have areas of predominately leisure, business and other main town centre uses adjacent to the primary shopping area, therefore the town centre may not extend beyond the primary shopping area.
- Primary Frontage - Likely to include a high proportion of retail uses.
- Secondary Frontage - Likely to provide greater opportunities for a diversity of uses.

The adopted *Local Plan* (2006) identifies the existing designated primary and secondary shopping frontages and sets the policies for their protection. Policy 6/6 'Change of Use in the city centre' states:

Change of use from A1 to A2, A3, A4 or A5 uses at ground floor level will only be permitted:

- a. in primary shopping frontages where the proposal would not harm the contribution the frontage makes to the vitality and viability of the city centre; and
- b. in secondary shopping frontages where the percentage of A1 uses does not fall below 60% (measured by number of units), except for Regent Street/ St Andrew's Street (south of Downing Street) where the percentage of A1 uses should not fall below 25%, and Bridge Street (north of Round Church Street) where the percentage of A1 uses should not fall below 40%.

The Local Plan states that Regent Street/ St Andrew's Street and Bridge Street were identified for special treatment because the proportion of A1 uses is significantly below other secondary frontages.

A shopping survey was conducted by the City Council in 2012, which identified each retail unit within the city, district and local centres, along with its use class, existing and proposed frontage designation. The table below identifies those streets where a change to the existing shopping frontage designation has been proposed, either by the City Council or by this study (Tables 4.9).

Table 4.9 Proposed Change of Designation

Street	Existing Designation	City Council Proposed Designation	A1 Units (%) ¹	Recommendation
Fitzroy/ Burleigh Street (including Grafton shopping centre)				
Dover Street	Secondary Frontage	Secondary Frontage	0	Remove designation. Sole Public House unit.
Melbourne Place	Secondary Frontage	Secondary Frontage	0	Remove designation. Sole Public House unit.
Orchard Street	Secondary Frontage	Secondary Frontage	0	Remove designation. Sole Public House unit.
Historic Core				
All Saints Passage	Secondary Frontage	Secondary Frontage	100	Change designation to Primary Frontage. High proportion of A1 uses. An upgraded designation would support primary frontage designations on surrounding St Johns Street and Bridge Street.
Corn Exchange Street	Secondary Frontage	Secondary Frontage	0	Remove designation. Sole bar unit.
Free School Lane	Secondary Frontage	Secondary Frontage	0	Remove designation. Sole restaurant unit.
Jordans Yard	Secondary Frontage	Secondary Frontage	0	Remove designation. Sole restaurant unit.
Laundress Lane	Secondary Frontage	Secondary Frontage	100	Remove designation. Sole shop unit.
Market Passage	Primary Frontage	Primary Frontage	0	Change designation to Secondary Frontage. Whilst percentage of A1 is less than established policy its contiguous location to a primary shopping frontage supports secondary frontage here, which should be reflected in emerging policy.
Mill Lane	Secondary Frontage	Secondary Frontage	0	Remove designation. Sole Public House unit.
Northampton Street	Secondary Frontage	Secondary Frontage	0	Remove designation. Sole restaurant unit.
Park Street	Secondary Frontage	Secondary Frontage	0	Remove designation. Sole theatre unit.
Park Terrace	Secondary Frontage	Secondary Frontage	0	Remove designation. Sole restaurant unit.
Parsons Court	Secondary Frontage	Secondary Frontage	1	Remove designation. Sole hair salon unit.

Note: (1) The percentage of A1 units has been calculated using the survey material provided by City Council based on ground floor units only.

Source: Cambridge City Council (2012) ; Consultants (2013)

Primary Shopping Area

In accordance with the NPPF definition, it is recommended that the Council designate all primary shopping frontages and contiguous secondary shopping frontages within a Primary Shopping Area. There are two distinct shopping areas within the city centre – the historic core and the Fitzroy/ Burleigh Street area – each with their own primary shopping frontages and it is, therefore, recommended that the Council propose two Primary Shopping Areas. The significant difference in retail offer and customer profile means that the city centre has the opportunity to support two viable shopping areas, which should be reinforced in planning policy.

The following map provides an outline of our recommendation for the two Primary Shopping Areas of the city centre (Figure 4.1). The shopping frontages mapped follow the existing designations.

4.6 City Centre Boundary

The current city centre boundary follows existing natural and man-made borders in the form of the River Cam and a number of main roads (Figure 4.11). This study has reviewed the city centre boundary based on the land use mapping data, an understanding of the growth aspirations of the Council, the capacity proposals of this study and the review of the Primary Shopping Area, to assess whether there is a case for amending the city centre boundary. The results of this review are presented below.

Northern boundary

The majority of the northern city centre is bounded by the River Cam beyond Midsummer Common and Jesus Green. To the north-west, the city centre boundary veers away from the River Cam following the edges of Magdalene College and St John's College along Northampton Street.

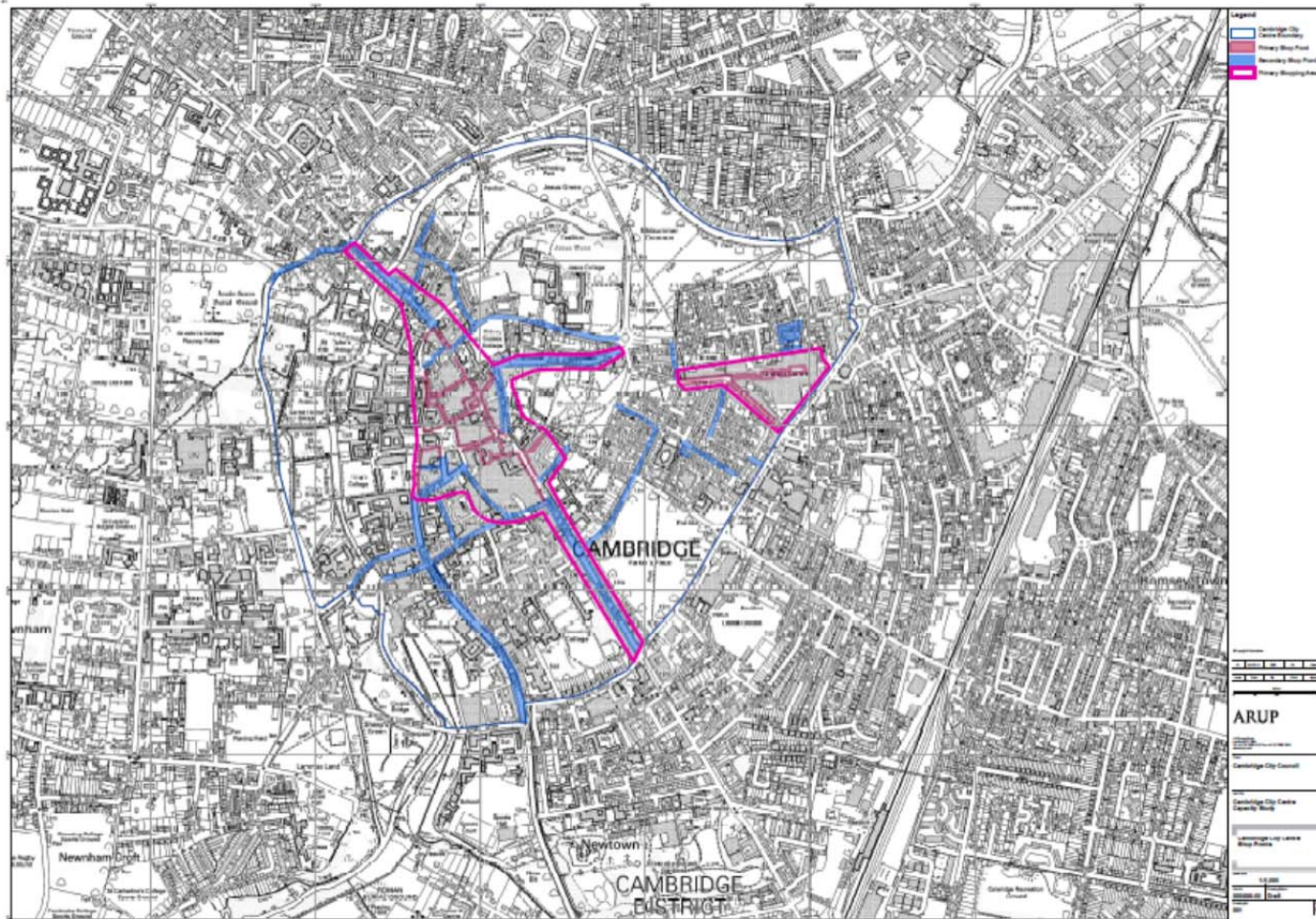
The existence of open space and University of Cambridge colleges creates a buffer from the active uses of the city centre to the northern boundary, creating a sense of arriving at the edge of the city. Whilst Mitcham's Corner is located just to the north of the boundary, its distance from the functioning city centre in terms of space and sense of place is significant enough to warrant its designation as its own district centre. No change is, therefore, proposed to the city centre boundary to the north.

Western boundary

The western edge of the city centre continues to follow the University of Cambridge colleges along Queen's Road, including St John's College, Trinity College, King's College, St Catherine's College and 'the Backs'. The boundary then bends inwards to follow the River Cam again until The Fen Causeway.

As with the northern boundary, the existence of the University Colleges provides a logical border to the city centre. No change is, therefore, proposed to the city centre boundary to the west.

Figure 4.1 City Centre Boundary and Primary Shopping Area



Southern boundary

The south of the city centre is bounded by The Fen Causeway until Trumpington Street, which then follows the A603 north-east until the East Road/ Elizabeth Way roundabout. A range of edge-of-centre uses form the southern boundary, including residential properties along Lensfield Road that mark a distinct change in land use from the city centre. Whilst 1 and 7-11 Hills Road is identified for employment redevelopment in the emerging *Local Plan (Cambridge Local Plan Towards 2031 – Issues and Options Report 2, Part 2, 2013)*, this site provides potential to reinforce the Hills Road/ Lensfield Road/ Gonville Place junction as an entrance to the city centre as part of the Hills Road corridor. No change is, therefore, proposed to the city centre boundary to the south.

Eastern boundary

As stated, the city centre is bounded by the A603 until the East Road/ Elizabeth Way roundabout, where the road widens to a four lane carriage way to the east of Burleigh Street. The eastern boundary provides the most potential for extending of the city centre boundary. The aspiration for change around Newmarket Road, which extends into the city centre boundary, is set out in the Eastern Gate SPD. However, whilst these proposals will provide a mix of uses complementary to the city centre, these are ancillary and, therefore, do not justify an extension to the existing boundary. The success of the new Anglia Ruskin University campus has contributed positively to East Road and the boundary of the city centre and should continue to operate in this function. No change is, therefore, proposed to the city centre boundary to the east.

Other Sites

The *Cambridge Cluster at 50* (2012) report identifies the Cambridge railway station and the Cambridge Leisure Park for consideration in extending the city centre boundary. The CB1 Cambridge redevelopment around the station offers the opportunity to provide a new gateway to the city with a diverse mix of uses. However, it is still relatively geographical distant from the main city centre. Although improving the connectivity between this hub and the central area is an identified priority in this study, the length and nature of the activity along this route do not naturally fit within the logical boundary for the main centre. It is recommended that this area remains outside the city centre boundary.

4.7 Summary

- Additional capacity in Cambridge city centre could be delivered through a combination of development of new sites, densification of existing sites and intensification of use in underutilised properties.
- The emerging Local Plan and supporting evidence base documents (ELR and SHLAA) identify capacity for 110 residential units on two sites, as well as two key sites for university/mixed used development within the city centre boundary. No sites for employment uses are identified.

- A modest amount of potential exists for selective infill and redevelopment on existing streets; however, the large majority of streets in the city centre offer no capacity for development.
- Five key areas for change and development have been identified, three of which lie within, or partially within, the city centre boundary. These areas potentially offer the greatest opportunity to increase capacity.
- Vacancy levels in the city centre are relatively modest. The ELR identified around 17,000 sq.m. of available office space, while a review of current (February 2013) marketed properties revealed around 5,000sq.m. of offices. The Shopping Survey (2012) identified 55 vacant retail units, while a review of currently market properties (February 2013) revealed around 7,500 sq.m. of available retail units.
- Additional capacity could be delivered through intensification of use on upper storeys of existing commercial property. The precise quantum this would offer is unknown; it is recommended that further work is commissioned to assess the full potential.
- An opportunity exists to work with the BID group to release the capacity offered in vacant and underutilised units.
- Given the successful nature of Cambridge's complementary retail and leisure offer in the historic core and in the Fitzroy / Burleigh Street area, two Primary Shopping Areas are recommended. Proposals for re-designation of some primary frontages to secondary frontages have been made to facilitate the need for additional cafes, restaurants and bar space within the city centre.
- No change to the city centre boundary is proposed. The current boundary has a natural logic and although there are new hubs of activity developing outside the city centre, for example around the station and at the retail parks on Newmarket Road, they lack a physical coherence with the main centre. They should continue to be developed as local/district/out-of-centre locations.

5 Potential Areas of Change

Based on the preceding analysis and site visits, a review was undertaken of the physical development opportunities for additional floorspace in the city centre. *Six* areas of potential change were identified:

- Mill Road
- Old Press/Mill Lane
- Regent Street/Hills Road/ Station Road
- Castle Street/Magdalene Street
- East Road/ Grafton / Fitzroy Street / Burleigh Street
- Market Square/Guildhall/New Museums.

Our approach to identifying capacity in the potential areas of change has focussed on:

- Understanding sites identified by the Council within these areas and reviewing their capacity.
- Developing character area concepts that support existing uses and develop future identity of areas.
- Reviewing GIS data to understand constraints and opportunities for development
- Proposing additional sites / capacity through observational analysis on a street by street assessment within each character area.

This section sets out for each of the identified potential areas of change a description of the existing conditions, known development sites/ plans for the area and proposed opportunity for future development.

5.1 Mill Road

Description of Existing Area

- Mill Road is an ‘alternative’ high street on the eastern fringe of the city centre, characterised by independent shops, cafes and restaurants. Due to its unique offer and range of shops and services, it serves a wide catchment area and it the focus of a popular annual fair.
- The road crosses the railway lines and provides an important arterial route and gateway to the city centre from the east.
- There are two distinct retail areas either side of the railway bridge. In Mill Road West district centre, the retail element of the street is mostly on the south side with residential properties fronting the north side of the street. In Mill Road East district centre, retail can be found on both sides of the street.
- The attractiveness and condition of the shop fronts is varied along the length of the road.
- Pavements are narrow and cluttered with street furniture and shop ‘sandwich boards.’
- Poor and infrequent pedestrian crossings create a vehicle dominated environment.
- There is a lack of appropriately located cycle stands.
- There are poor quality and inconsistent surface treatments particularly at ownership boundaries

Known Development Sites/ Plans

- Two sites adjacent to the railway lines are proposed for allocation in the Issues and Options Report (*Cambridge Local Plan, Towards 2031 - Issues and Options Report, 2012*) for residential development:
 - Travis Perkins Devonshire Road. (Site R9) with potential capacity for 43 homes.
 - Mill Road Depot and adjoining properties (Site R10) with potential capacity for 167 homes.
- The Police Station site at the western end of Mill Road on Parker’s Piece is identified in the Issues and Options Report (Site M4) for mixed use with potential capacity for 50 homes. However, the site will be allocated for residential development only in the emerging Local Plan.
- Mill Road is identified as a potential Opportunity Area in the *Cambridge Local Plan, Towards 2031 - Issues and Options Report (2012)*.

MILL ROAD



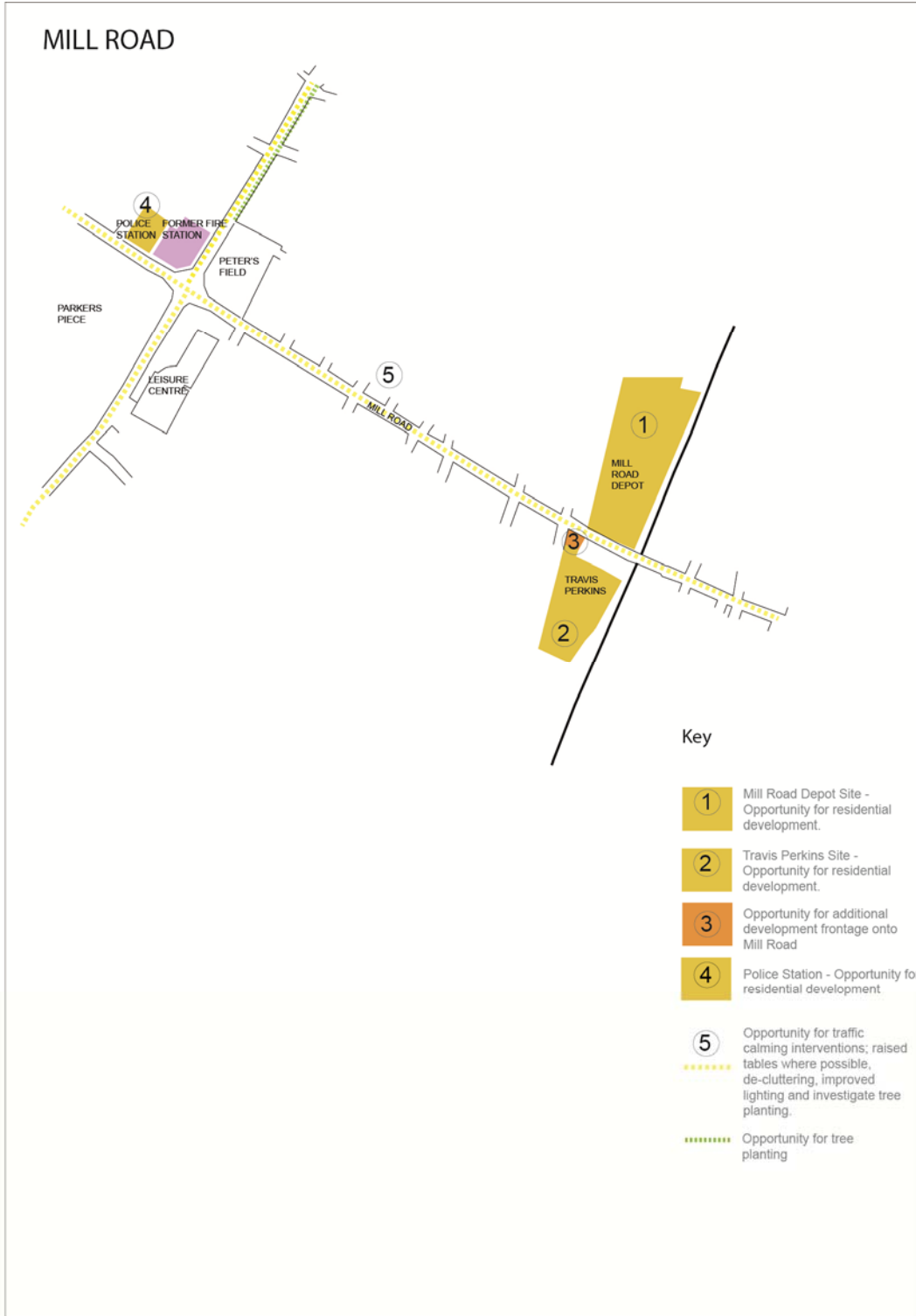
Opportunity

- The Mill Road Depot, Travis Perkins and Police station sites provide the only significant capacity for residential growth in the area.
- There is potential to extend the redevelopment of the Travis Perkins site to create a new frontage onto Mill Road through the redevelopment of the five properties on the eastern corner of Mill Road/Devonshire Road. This would replace two existing retail units and three residential properties with a replacement quantum of development and would need to have regard to the adjacent Almshouses which have the status of Buildings of Local Interest.
- The appearance of Mill Road could be significantly enhanced through a shop front improvement scheme.
- In order to address current and future use Mill Road should be subject to a comprehensive streetscape improvement scheme including:
 - Introduction of appropriately located pedestrian crossings with raised tables or shared surfaces to promote traffic calming where feasible.
 - Consolidation street furniture and remove shop ‘sandwich boards’.
 - Unification of the street by introducing a robust and consistent surface treatment.
 - Extension of the surface treatment to the building façade rather than ownership boundaries.
 - Improvement to street lighting to promote wayfinding and create a comfortable and safe environment.

Capacity

Site	Issues and Options Report Site Reference	Area (ha)	Use	Potential Gross Site Capacity	Basis for Capacity Assessment
Mill Road Depot	R10	2.7	Residential	167 units	Issues and Options Report
Travis Perkins	R9	1.23	Residential	43 units	Issues and Options Report
Police Station	M4	0.50	Residential	50 units	Issues and Options Report

Source: Cambridge City Council (2013) *Cambridge Local Plan, Towards 2031 - Issues and Options 2, Part 2*; Cambridge City Council (2013)



5.2 Old Press/Mill Lane

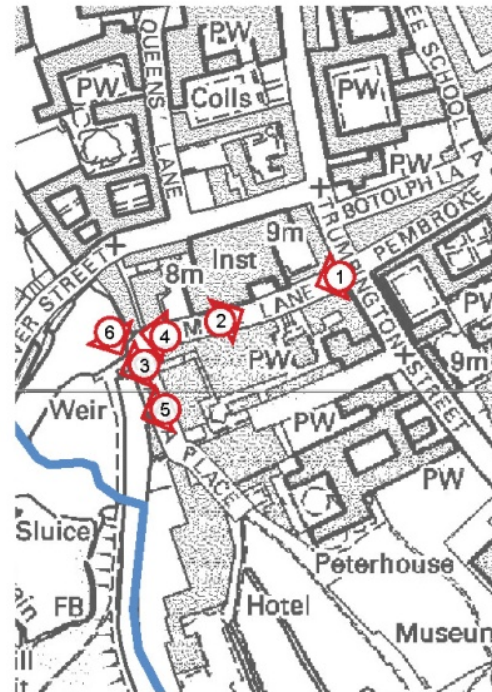
Description of Existing Area

- Old Press/Mill Lane area is located in the historic core of the city centre.
- It provides accommodation for a range of the University of Cambridge's academic and administrative facilities.
- The site is bounded by Silver Street to the north, Trumpington Street to the east, Little St Mary's Lane to the south and Granta Place/Laundress Lane to the West.
- Mill Lane bisects the site, running between Trumpington Street and Granta Place. Granta Place is a south-west facing waterfront location on the River Cam and one of only two locations in the city centre where there is public access to the river, the other being at Magdalene Street.
- There is open green space, 'Coe Fen', on the southern side of the river.
- Granta Place/Silver Street form part of the tourist experience with coaches dropping off on Silver Street and parking on Queens' Road and punt hire available adjacent to Silver Street Bridge.
- The western edge of the site falls within Flood Zone 2.
- The site includes several Grade 2 Listed buildings fronting Trumpington Street and Little St Mary's Lane and also at the corner of Mill Lane /Granta Place. The site falls wholly with the Cambridge Conservation area and includes seven buildings of local interest. The area lies in an area of high archaeological potential and significance.
- The majority of the remaining building stock is nineteenth century university buildings and a few commercial uses.
- Mill Lane has narrow pavements which are often not used as they are uncomfortable to walk on due to their width.
- The pavements on Granta Lane are also narrow and cluttered with bins and cycles chained to the adjacent railings.
- There is a lack of carefully located cycle stand provision in the area.
- There is an inconsistent approach to surface materials within the area with a mix of concrete blocks, pavers, asphalt and cobbles.
- There is a shortage of restaurants/cafes which could make the most of the views over the river and 'Coe fen'.
- The carriageway dominates the character of this area.

Known Development Sites/ Plans

- Old Press / Mill Lane is proposed for allocation in the Issues and Options Report (*Cambridge Local Plan, Towards 2031 - Issues and Options Report, 2012*) for university and mixed use (Site U1).
- There is interest from the University in relocation of some of its activities away from this site.

MILL LANE & GRANTA PLACE



- Cambridge City Council has prepared a Supplementary Planning Document (SPD) (2010) that sets out aspirations for the future use and development of the site. It identifies an opportunity for mixed use development that positively responds to its context to complement the historic city core and riverside location. The SPD identifies potential for 5,600 sq.m. of adaptive reuse and around 15,400 sq.m. of new build development.
- As well as university uses, the SPD proposes the following indicative mix:
 - Residential - up to 150 units *
 - Commercial – up to 6,000 sq.m.
 - Hotel – up to 75 bedrooms
 - Other (excluding Retail) - up to 1,000 sq.m.

* Note: If student residential is provided, there is the potential for up to 200 student residential units or the equivalent sq.m. in student accommodation.

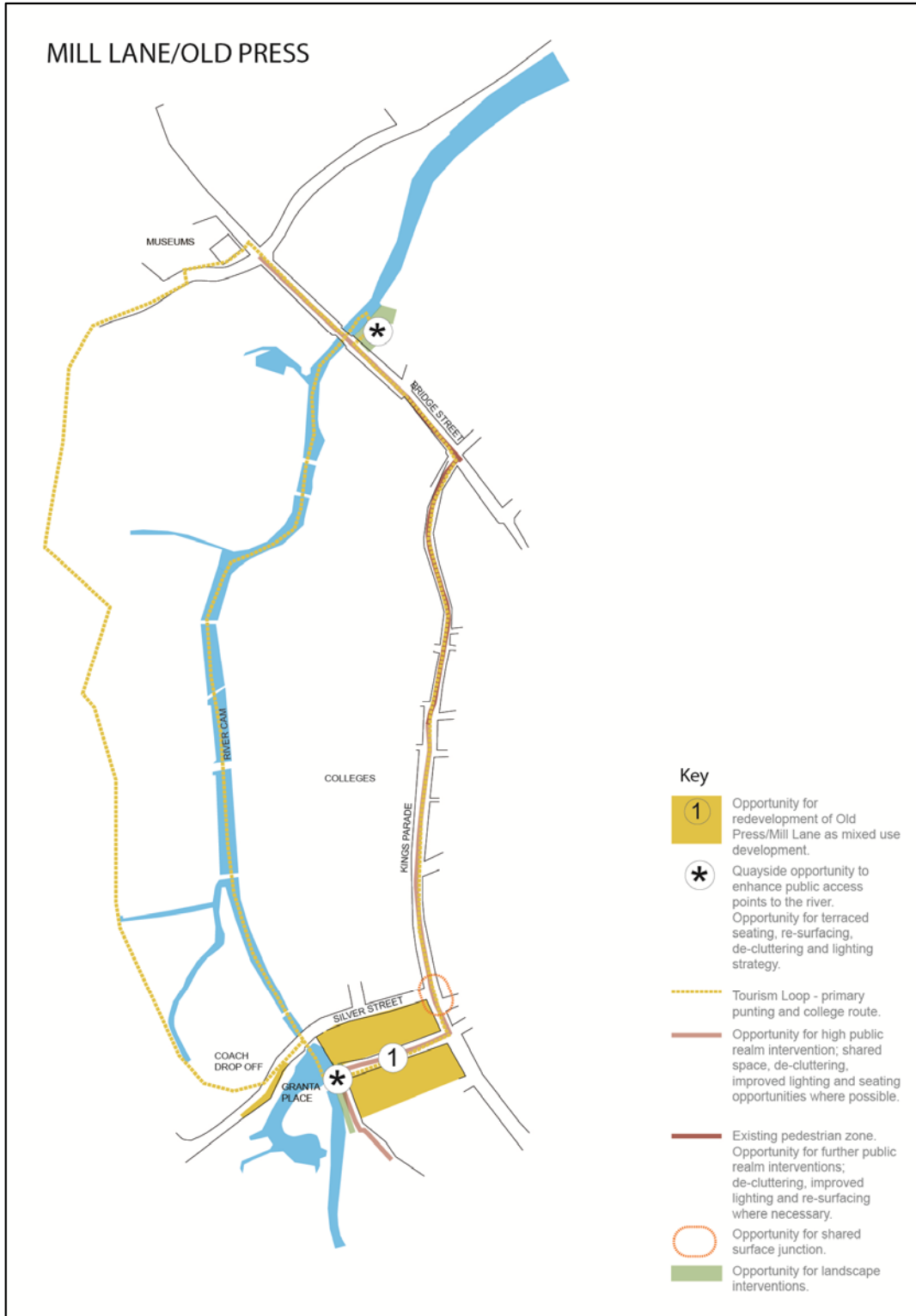
Opportunity

- The Old Press/Mill Lane SPD sets out the parameters for change in the area to create increased residential, commercial and related development. These parameters should be tested against a scheme design to understand the character and mix that it will deliver.
- Mill Lane could become a shared surface street to create a more comfortable and accessible pedestrian environment and maintain limited vehicular access where necessary. This would include unifying the surface treatments with a durable and high quality material palette.
- There is potential to enhance the visitor experience to the area as part of a tourism loop that runs between Magdalene Bridge and Silver Street along the River Cam and King’s Parade. This should include improvements to signage and wayfinding to ensure clear legibility and encourage visitors to the area.
- Enhancing this tourism loop would also have the benefit of improving access to the Folk Museum and Kettle’s Yard, and to the Quayside and restaurants on Bridge Street.
- The public realm at Granta Place could be improved with terraced seating taking advantage of the views and the river side location.

Capacity

Issues and Options Report Site Reference	Area (ha)	Use	Potential Gross Site Capacity	Basis for capacity assessment
U1	2	University	u/k	Old Press/ Mill Lane SPD
		Residential	Up to 150 Units ¹	
		Student accommodation	Up to 200 Units ¹	
		Hotel	75 beds	
		Commercial	6,000 sq.m.	
		Other	1,000 sq.m.	

Notes: (1) The capacity for student accommodation is an alternative for the residential capacity identified at this site. Source: Cambridge City Council (2010) *Old Press/ Mill Lane Supplementary Planning Document*



MILL LANE & GRANTA PLACE - PRECEDENT IMAGES



Shared space, Timber Hill, Norwich



Terraced landscape, Richmond Riverside, London



Terraced seating, Wellington



Shared surface, Amsterdam



Terraced seating, London



Terraced seating, Belgium



Informal seating steps, Copenhagen



Shared space, Paris



Terraced seating, London



Signage integrated with paving



Sensitive material palette

5.3 Regent Street/Hills Road/ Station Road

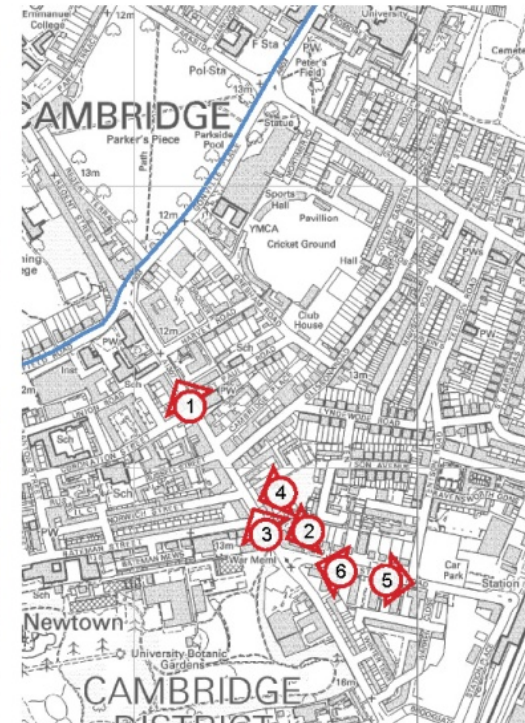
Description of Existing Area

- The route from the station along Hills Road and Regent Street forms a gateway into the city centre from the southeast.
- The area around the station is currently under development as part of the CB1 mixed use commercial and residential scheme.
- New office buildings will line the southern edge of Station Road as part of this development. On the northern edge some new development blocks sit alongside a run of Victorian villas which are set behind a low wall, line of trees and parking forecourt.
- At the junction of Station Road and Hills Road there is a new commercial development marking the entrance to the University Botanic Gardens.
- Along Hills Road are a number of commercial and retail uses, often with off street parking in front of them.
- A few of the buildings on Hills Road are Grade 2 listed and the whole area falls within a designated conservation area.
- At the junction with Gonville Place, Hills Road crosses the city centre boundary and becomes Regent Street which contains predominantly retail and commercial uses including a hotel and restaurants. There are a number of twentieth century buildings in this stretch.
- The length of the route and the quality of the public realm from the station into the city centre creates an unwelcoming visitor experience:
 - Vehicles dominate the road with wide carriageways.
 - The cycle lane is narrow and fragmented. Pavements are cluttered with unnecessary guard rails, signage and poorly located telecoms boxes, causing pedestrian pinch points.
 - A lack of suitable cycle stands, including covered cycle storage particularly around the station and close to educational centres along Hills Road.
 - Surface materials are inconsistent and poor quality, lowering the appearance of the area.
 - A lack of tree planting along Hills Road.
 - Poor signage and wayfinding to help inform and navigate visitors.

Known Development Sites/ Plans

- The Issues and Options Report (*Cambridge Local Plan, Towards 2031 - Issues and Options 2, Part 2, 2013*), identifies:
 - 1 and 7-11 Hills Road (Site E5) as a potential allocation for high quality office development.
 - 82-90 Hills Road and 57-63 Bateman Street (Site M5) as a potential allocation for a mixed use scheme.

HILLS ROAD/STATION ROAD



- Cambridge Railway Station to the City Centre and Hills Road Corridor is identified as a potential Opportunity Area in the *Cambridge Local Plan, Towards 2031 - Issues and Options Report* (2012). This was based upon the evidence in the City Council's document *Project Cambridge: Connecting the Station to the City Centre* (2009).

Opportunity

- The two Hills Road sites provide the only significant capacity for commercial and residential growth in the area, post the CB1 development.
- There is a significant opportunity to improve the public realm and streetscape to create a unique and vibrant gateway experience. Measures could include:
 - Reduce and realign the oversized carriageway where feasible.
 - Introduce raised tables or shared surfaces at key crossings to promote traffic calming. Widen crossings where necessary.
 - Introduce tree planting where feasible to create a more pleasant pedestrian environment, with less focus on the vehicle.
 - Introduce additional cycle lanes or shared space, where appropriate. Any improvements should be tested in terms of traffic capacity and circulation in the immediate and wider network.
 - Consolidate street furniture, removing unnecessary guards, signage and street furniture.
 - Introduce a robust and consistent surface treatment.
 - Improve signage and lighting to enhance wayfinding, creating a comfortable and safe visitor experience.

Capacity

Site	Issues and Options Report Site Reference	Area (ha)	Use	Potential Gross Site Capacity	Basis for Capacity Estimate
1 and 7-11 Hills Road	E5	1.40	Commercial	20,000 sq.m.	Consultants estimate based on high level assessment. Assumes: 3 storey office development 50% site coverage
82-90 Hills Road and 57-63 Bateman Street	M5	0.5	Residential	20 units	Issues and Options Report
			Retail	1,400 sq.m.	Consultants estimate based on high level assessment. Assumes: 50% site used for non-residential uses 70% site coverage 85% gross to net ratio
			Commercial	4,000	Consultants estimate based on high level assessment. Assumes: 50% site used for non-residential uses 3 storey office development 70% site coverage 85% gross to net ratio

Source: Cambridge City Council (2013) *Cambridge Local Plan, Towards 2031 - Issues and Options 2, Part 2*; Cambridge City Council (2013); Consultant's estimates (2013)

REGENT STREET/ HILLS ROAD/ STATION ROAD

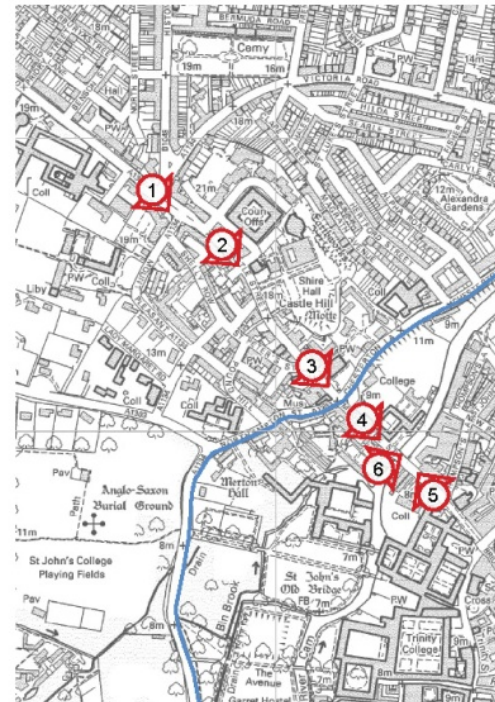


5.4 Castle Street/Magdalene Street

Description of Existing Area

- Castle Street forms a western gateway into the city centre across Magdalene Bridge into Bridge Street.
- The character along Castle Street is very fragmented containing Castle Hill (a site of archaeological significance), historic buildings and twentieth century development including the Shire Hall and Castle Park Business Centre, a 1980's business park.
- Magdalene Street is lined with historic properties with ground floor small independent retail units on one side and Magdalene College on the other and then crosses the River Cam over Magdalene Bridge into Bridge Street and the Quayside development – one of two places in the city with public access to the riverfront.
- Bridge Street is a commercial street with shops, restaurants and pubs on its north side and St John's College on the south. It is one of the main dining areas in Cambridge. The street is limited to buses and taxis only by rising bollards at the junction with Thompson's Lane, with other traffic diverted, effectively limiting traffic from entering the city centre in this direction. The signage and street furniture associated with this restriction dominate the visual appearance of the street.
- The Folk Museum lies on the corner of Castle Street and Northampton Street, adjacent to Kettles Yard, an art gallery and museum run by the University of Cambridge.
- Vehicles dominate Castle Street particularly at its northern end with wide carriageways and pavements cluttered with unnecessary guard rails and signage.
- The cycle lane is fragmented along the length of Castle Street, narrow and poorly demarcated.
- Pedestrian crossing points are infrequent along Castle Street adding to the dominance of the vehicle in this area.
- Narrow pavements to the southern end of Castle Street particularly when vehicles park on the pavement, blocking all pedestrian access.
- Poorly located bins and signage with cycles chained to them cause obstructions on the narrow pavements.
- The intersection of Northampton Street and Castle Street is a busy junction, with a wide carriageway. There is only one pedestrian crossing point to the East of Castle Street which is narrow and poorly located.
- An inconsistent material palette is used along the street.

CASTLE STREET & MAGDALENE STREET



Known Development Sites/ Plans

- There are no known plans for residential, commercial or retail development in the area
- Kettles Yard has proposals to build a new Education Wing to improve the visitor experience, planned to be completed by 2016

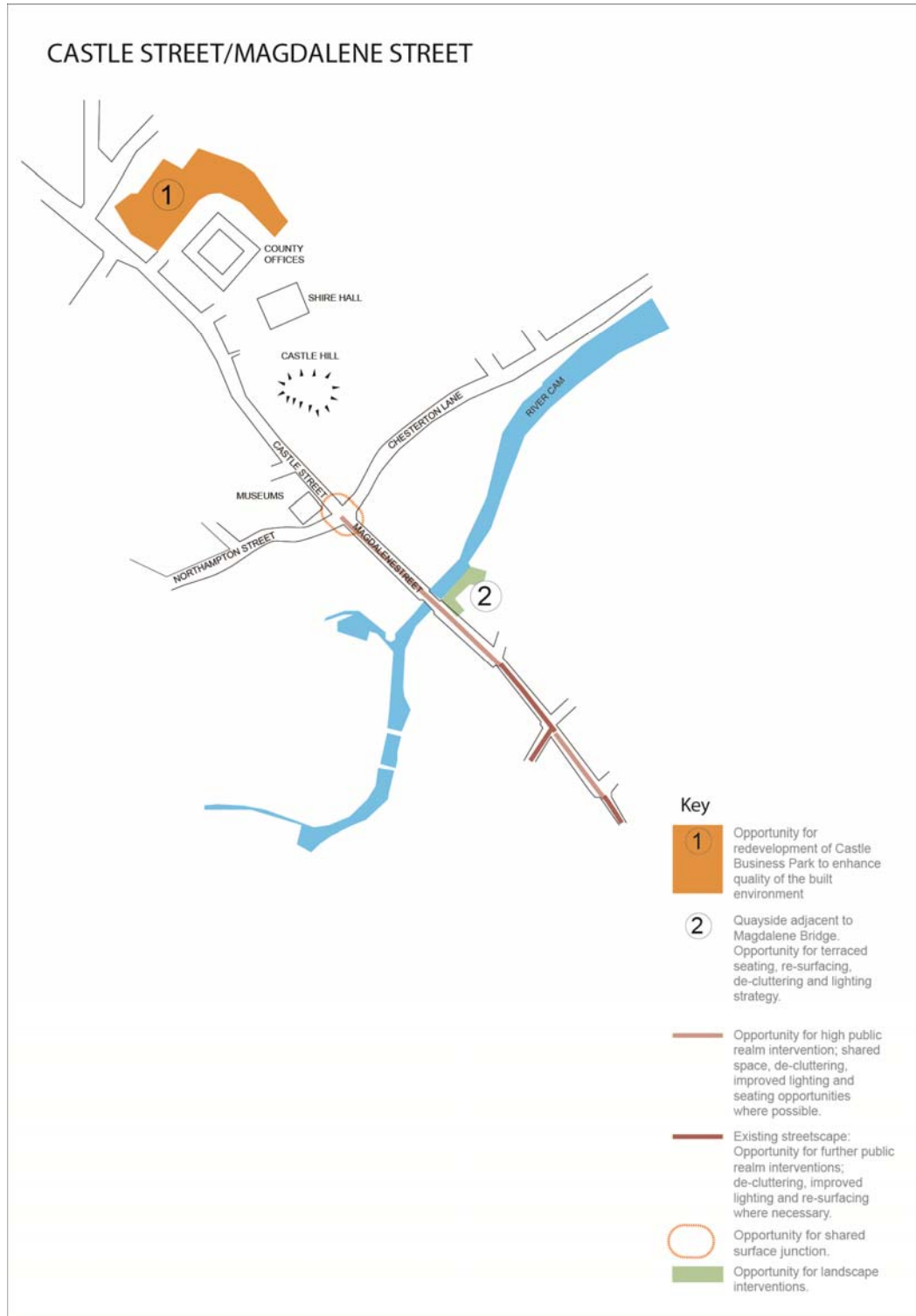
Opportunity

- The Castle Park Business Centre is an opportunity for long term redevelopment to provide upgraded and attractive commercial office premises. However, the capacity of the site is unlikely to increase significantly through this process. Our initial assessment assumes 50% coverage of the site with four story development will provide around 28,000 sq.m. of commercial floorspace compared to the current provision of around 17,000 sq.m. This needs to be tested against a detailed design assessment.
- There is significant opportunity to improve the public realm in Castle Street/Magdalene Street, including:
 - Reduce and realign oversized carriageways at the northern end of Castle Street.
 - Create a continuous cycle lane along the length of the street, subject to testing in terms of traffic capacity and circulation in the immediate and wider network.
 - Introduce raised tables and shared surfaces where possible to create a more comfortable and accessible environment for pedestrians, particularly at large intersections and at the southern end of the road towards Magdalene Bridge. This will also address the historic character of sections of the street around Magdalene Bridge.
 - Consolidate street furniture, removing unnecessary guards, signage and street furniture.
 - Introduce wider and carefully located pedestrian crossings.
 - Improve signage and wayfinding to encourage visitors to the many galleries and museums along the street.
 - Unify the surface treatment with a durable and high quality material palette.

Capacity

Site	Issues and Options Report Site Reference	Area (ha)	Use	Potential Gross Site Capacity	Basis for Capacity Assessment
Castle Business Park	n/a	1.6	Commercial	28,000 sq.m.	Consultants estimate based on high level assessment. Assumes: <ul style="list-style-type: none"> - 4 storey office development - 50% site coverage - 85% gross to net ratio

Source: Consultant's estimate (2013)



MAGDALENE STREET & BRIDGE STREET - PRECEDENT IMAGES



Shared space, Keswick centre



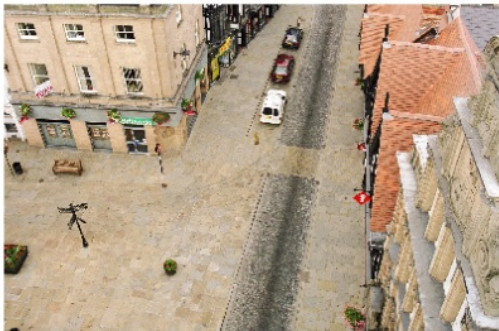
Shared space, Lyngby High Street, Copenhagen



Shared space, Brighton New Street



Sensitive material palette, Fitzroy Square



Shared space, Shrewsbury



Shared space, Chester centre



Terraced seating, London



Shared space, Shrewsbury



Shared space, Blackett Street, Newcastle



Informal seating, Wellington



Informal seating, Malmö, Sweden

5.5 East Road/ Grafton/ Fitzroy Street/Burleigh Street

Description of Existing Area

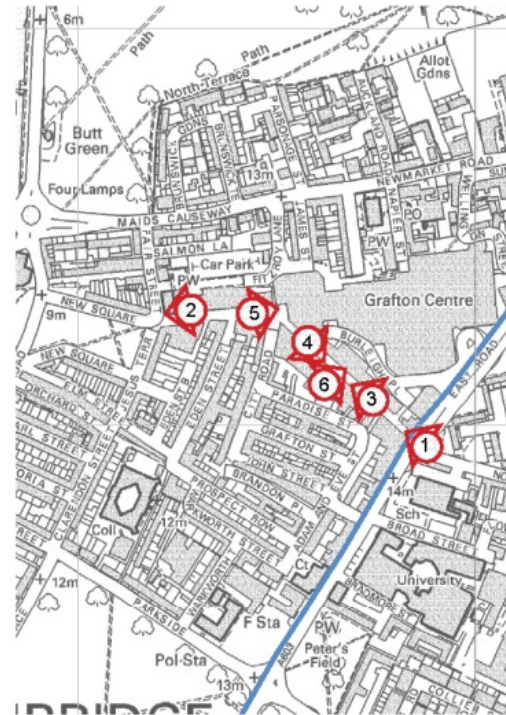
- The Grafton shopping centre and Fitzroy/ Burleigh Street area is distinct from the historic city centre and provides more affordable shopping.
- Fitzroy/ Burleigh Street is a pedestrianised zone leading from New Square to the Grafton shopping centre and on to East Road. There are retail units on both side of the street with commercial office space above some units. Although pedestrianised, the experience of shopping along Fitzroy and Burleigh Streets is underwhelming as the area lacks a clear identity.
- The quality of units along these two streets is varied reflecting multiple ownerships. There is some recent relatively high quality development, for example the Primark store, which served as a temporary site for John Lewis during the redevelopment of the Grand Arcade. However, the majority of shop frontages are uncoordinated.
- The Grafton shopping centre, on the western side of East Road, was built in the early 1980s and is two storeys in some places. The eastern frontage provides access to a multiplex cinema, bus stands and the mall but all of this is set back from the main carriageway behind a slip road. To the north of the Grafton shopping centre is a showroom, car park and Compass House offices on the corner of the Elizabeth Way roundabout. These sites create a 'back of house' feel along East Road with a poor and unattractive pedestrian environment.
- On the other side of East Road, opposite the Grafton shopping centre, is a four storey housing scheme, a multi-storey car park, the Crown Court, a run of commercial properties, including Mackays's hardware store, and further housing at the Elizabeth Way roundabout. All of these developments step back from East Road, resulting in poor streetscape quality, a lack of enclosure and an unwelcoming pedestrian environment.
- The north end of East Road around Elizabeth Way roundabout forms one of the main gateways into Cambridge city centre from the east; however the roundabout is oversized and impedes pedestrian connectivity.
- East Road is characterised by:
 - A busy and oversized carriageway, which forms a physical barrier, impeding pedestrian movement. Pedestrian crossing points are infrequent and narrow, adding to the feeling of a vehicle dominated environment and physical barrier from the city centre to the east.
 - A poor balance between vehicles, cyclists and pedestrians.
 - Narrow and fragmented cycle lanes.
 - Insufficient lighting of the pavement creating an uncomfortable and unsafe environment for pedestrians in the evenings.
 - A lack of tree planting along East Road creates an unpleasant, hard public realm.

- The underpass provides an unpleasant and potentially unsafe pedestrian route at night.
- The pedestrian routes across Christ's Pieces and New Square, linking this area to the historic core, are lined with mature trees and poor quality street lighting. This contributes to a lack of safety for pedestrians, especially out of daylight hours.
- There is a lack of signage/wayfinding to encourage people to visit/shop in the area and the area lacks a 'gateway' to encourage visitors into the shopping area.
- The area is heavily cluttered with mismatching and poorly located street furniture including signage, guard rails, bollards, sandwich boards, bins and cycle stands.
- There is an inconsistent approach to surface materials, which generally consists of a mix of asphalt, concrete blocks and concrete pavers.

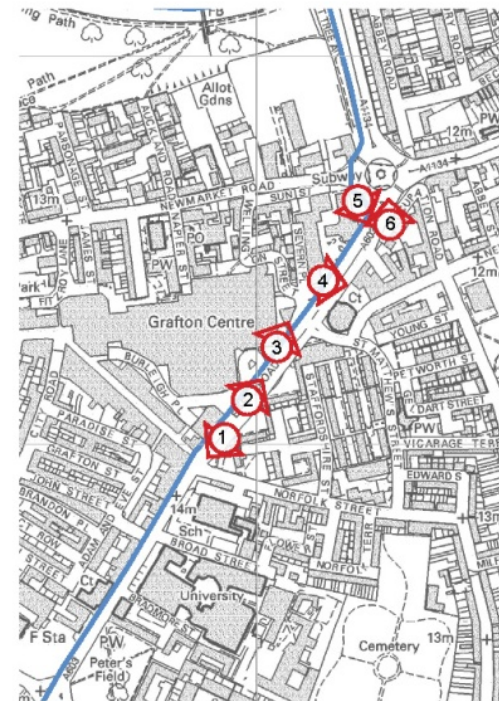
Known Development Sites/ Plans

- 64-68 Newmarket Road (Site R19) was identified as potential site for allocation in the Issues and Options Report (*Cambridge Local Plan, Towards 2031 - Issues and Options 2, Part 2, 2013*) with capacity for 60 dwellings; however as the site area is below the minimum size threshold for residential sites it will not be allocated in the emerging Local Plan.
- Cambridge City Council prepared a development brief for the Mackay's site on East Road (February 2007), which is identified as a proposals site in the *Local Plan (2006) – Site 7.01*. The majority of this site has been built out and the remainder was considered too small to allocate in the emerging Local Plan.
- Cambridge City Council has prepared the *Eastern Gateway Development Framework SPD* (October 2011) to guide development in this area. It addresses the north eastern end of East Road around the Elizabeth Way roundabout. This includes:
 - The aspiration to remove Elizabeth Way roundabout and underpass and remodel the junction so that land can be claimed around the junction.
 - Proposals to remodel traffic dominated junctions and introduce further pedestrian crossings across East Road.
 - Identification of potential development sites.

BURLEIGH STREET/THE GRAFTON CENTRE



EASTERN GATE/EAST ROAD



Opportunity

Grafton / Fitzroy Street / Burleigh Street

- There is a long term opportunity to plan for the comprehensive redevelopment of the Grafton shopping centre. This could also include the redevelopment of Fitzroy and Burleigh Street, although this may take longer to deliver as it is in fragmented, multiple ownerships. The Grafton shopping centre currently provides considerable scope for additional development including residential above retail. Using the SHLAA housing assessment methodology, development on top of the Grafton shopping centre could deliver up to 211 residential units or significant student accommodation for Anglia Ruskin University. This capacity needs to be tested against a detailed design assessment.
- The Grafton shopping centre currently provides approximately 38,460 sq.m. gross retail floorspace.¹ Considerable redevelopment of the Grafton shopping centre could provide additional retail capacity by providing shops on ground and first floors. Assuming some loss of floor area for circulation and atria, we have assessed that this could increase the retail capacity by up to 12,000 sq.m. However, this capacity will need to be tested against a detailed design assessment and masterplan.
- Redesign of the bus stands outside the Grafton shopping centre to remove the slip road in front of it would significantly improve the approach to the Grafton shopping centre from the east and prioritise pedestrian movement over vehicles.
- With over 750 metres of linear retail frontage along Fitzroy / Burleigh Street there is considerable scope to increase the quality of the shopping experience around the Grafton shopping centre, whether it itself is redeveloped or not. The increase in retail capacity is limited as it replaces like with like. Upper floor redevelopment offers opportunities for residential, student accommodation and offices.
- Implementation of a shop front improvement scheme would help unify the appearance of units, reinforce the brand and improve visual appearance.
- Streetscape improvements could include:
 - Signage and wayfinding to encourage movement and navigation from the historic core to The Grafton shopping centre, creating a more coherent retail experience.
 - Consolidation of street furniture, removing unnecessary guards, signage and street furniture.
 - Introduction of an improved 'gateway' experience to create an enhanced sense of arrival to the area. This might take the form of building form or gateway 'arches' and public art/lighting.
 - Improvement to the quality of the surface treatment to reflect the quality of the City as a whole and create a new and vibrant identity for the area.
 - De-cluttering the streets by consolidating street furniture and signage.

¹ GVA (2013) *Cambridge Retail and Leisure Study Update*

- Introduction of high quality seating which is appropriately located and comfortable
- Programming/activating New Square will further encourage people towards The Grafton shopping centre. This could be a location for seasonal markets and events.
- Improve lighting leading to the Grafton shopping centre from Christ's Pieces and New Square and along Burleigh Street creating a safe and accessible environment for shoppers/visitors.
- This opportunity could include a re-branding strategy of the Grafton shopping centre as a whole and of Fitzroy / Burleigh Street specifically, for example, akin to Carnaby Street in London. The historic name of 'the Kite', which refers to the shape made by the roads in this area, could be used in this re-branding.

East Road

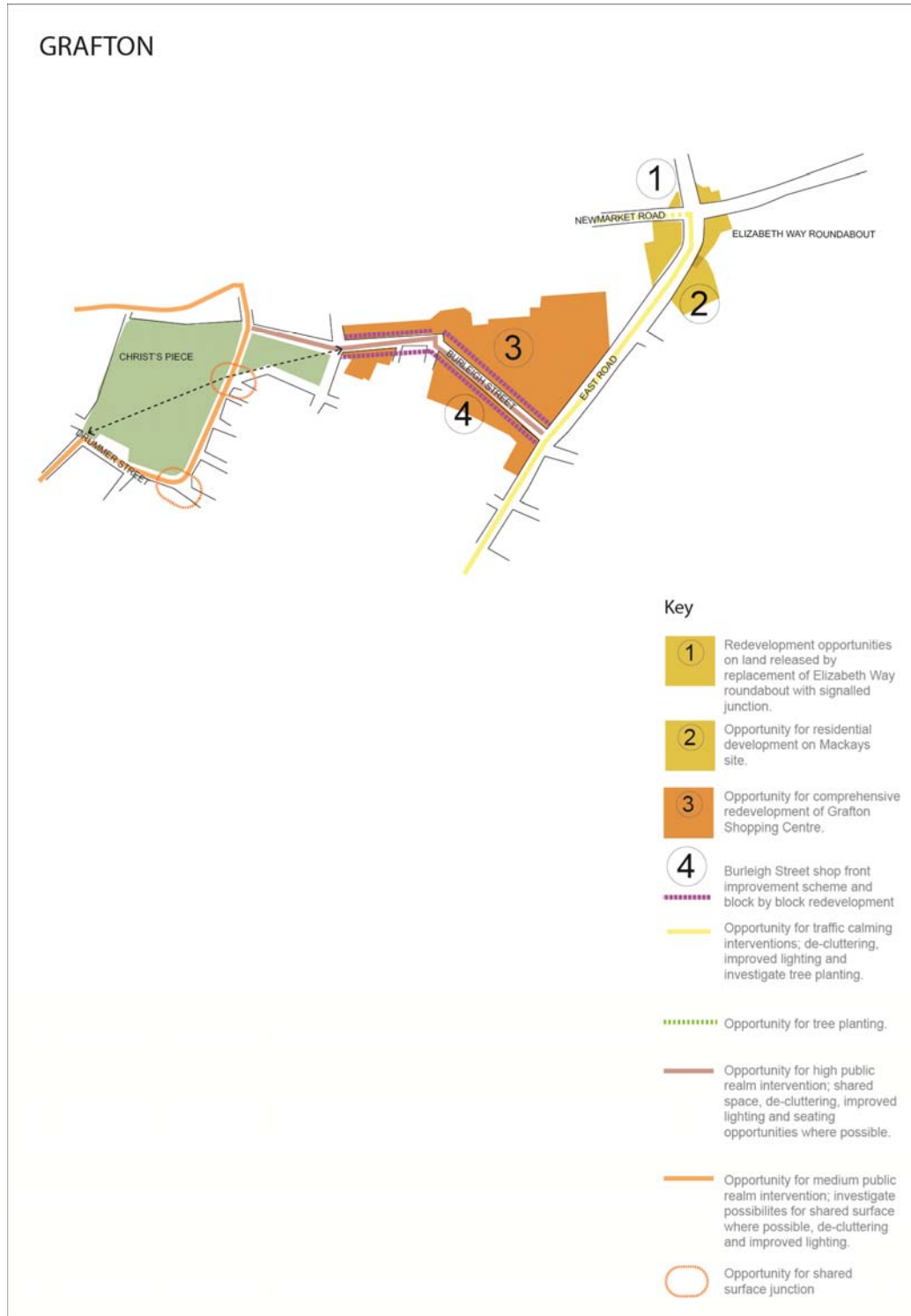
- Redevelopment on the western side of East Road could be matched by development on the east to address the East Road frontage, namely the Mackay's site (including adjacent properties). Using the SHLAA methodology for assessing housing potential suggests the site could accommodate around 13 residential units plus other uses.
- This could generate a complete transformation in the character of the northern end of East Road with urban form enclosing the street and creating an urban boulevard.
- Comprehensive redevelopment of sites adjacent to East Road could be matched by streetscape, highways and public realm improvements on East Road itself. This could include:
 - Reduction and realignment of carriageway widths.
 - Removal of Elizabeth Way roundabout and replacement with a four way junction. This could release up to 1.7 hectares of site of development. –We estimate there to be the potential for up to 9,000 sqm of commercial development around a revised junction arrangement, based on a four storey development with a building footprint of 50% of the site on each corner of the junction. This capacity needs to be tested against a detailed design assessment.
 - Resurfacing of pedestrian crossings to promote traffic calming and widening crossings where necessary.
 - Introduction of tree planting where feasible to create a more pleasant pedestrian environment, with less focus on vehicle traffic.
 - Introduction of additional cycle lanes where appropriate. Any improvements should be tested in terms of traffic capacity and circulation in the immediate and wider network.
 - Consolidation of street furniture, removing unnecessary guards, signage and street furniture.
 - Introduction of wide and carefully located pedestrian crossings, improving the east-west link.
 - Introduction of a robust and consistent surface treatment.
 - Improved signage and wayfinding to encourage visitors to the Grafton shopping centre.

- Improved lighting along East Road to create a safe and accessible environment when visiting the multiplex cinema and surrounds.

Capacity

Site	Issues and Options Report Site Reference	Area (ha)	Use	Potential Gross Site Capacity		Basis for Capacity Assessment
The Grafton shopping centre	n/a	3.2	Retail/leisure	50,000	sq.m.	Consultant's estimated based on high level assessment. Assumes creation of additional first floor retail as part of comprehensive redevelopment of the site.
			Residential	Up to 211	Units ¹	Consultant's estimate based on SHLAA methodology
			Student accommodation	Up to 215	Units ¹	Consultant's estimate based on assumptions used in Mill Lane SPD
Mackays Site, East Road	n/a	0.22	Residential	Up to 13	units	Consultant's estimate based on SHLAA methodology
			Other	935	sq.m.	Consultant's estimate based on high level assessment. Assumes: -50% site coverage -85% gross to net ratio -ground floor use
Redevelopment opportunities on land released by replacement of Elizabeth Way roundabout with signalled junction		1.19	Commercial	23,800	sq.m.	Consultant's estimate based on high level assessment. Assumes: - four storey office development - 50% site coverage - 85% gross to net ratio

Notes: (1) The capacity for student accommodation is an alternative for the residential capacity identified at this site. Source: Consultant's estimates (2013).



BURLEIGH STREET/THE GRAFTON CENTRE - PRECEDENT IMAGES



Pedestrian shopping street, Beurstraverse, Rotterdam



Pedestrian shopping street, Westfield, Stratford, London



Shared surface, New Road, Brighton



Pedestrian shopping street, Beurstraverse, Rotterdam



Pedestrian shopping street, Duke of York Square, London



Informal seating, Queens Street, London



Venn Street, London



Double height shopping street, Holland



Pedestrian shopping street, Duke of York Square, London



Multifunctional space, London



Sensitive material palette, London

EASTERN GATE/EAST ROAD - PRECEDENT IMAGES



De-cluttered Street, Kensington High Street, London



De-cluttered Street, O'Connell Street, Dublin



De-cluttered Street, Kensington



Wide pedestrian crossing



De-cluttered Street, Kensington High Street, London



Tree lined road



Multi-purpose street furniture, London



Multi-purpose street furniture, London



Kensington High Street, London



Kensington High Street, London



De-cluttered Street, O'Connell Street, Dublin



Traffic calming, O'Connell Street, Dublin



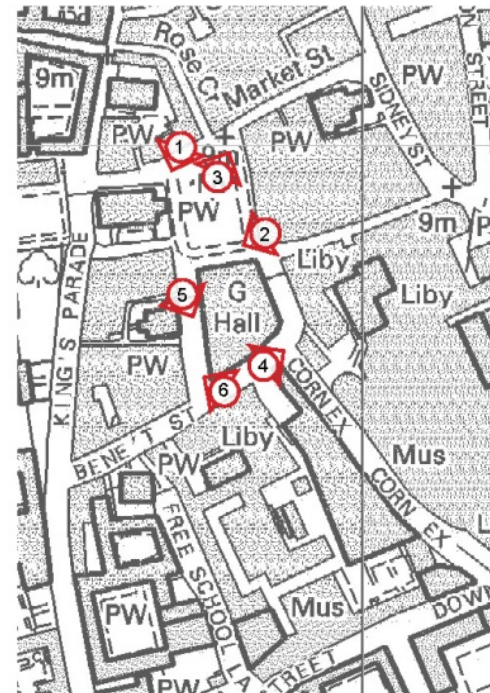
Designated cycle lane, Amsterdam

5.6 Market Square/Guildhall / New Museums

Description of Existing Area

- Market Square is at the commercial heart of the historic city centre.
- Buildings fronting onto the square include:
 - The Guildhall, which is a 1930's addition to earlier Victorian structures at the rear, and which historically was an undercover market area
 - Great St Mary's Church
 - Retail units including Marks and Spencer's.
- A number of the buildings on Market Square are Grade 2 listed and the whole area falls within the Cambridge city centre conservation area.
- West of the Guildhall is Peas Hill, south is Wheeler Street and the Corn Exchange building, which is a concert venue.
- The New Museums site is currently in use as University of Cambridge buildings – Zoology museum, lecture theatre etc. It is located on the eastern side of Corn Exchange Street.
- There is an understated sense of arrival when entering Market Square - partly due to visual appearance of the market stalls. The quality of the market structures and awnings are not in keeping with its historic surroundings.
- The permanent market dominates the space, restricting opportunities for a 'civic space'. It also obstructs views of the adjacent buildings including St Mary's Church and The Guildhall.
- With little restaurant/café provision and empty market stalls the space can feel unsafe and underused in the evenings/night due to little activity and natural surveillance.
- There is a lack of formal or informal seating opportunities within the space. Only one restaurant offers outdoor seating to the edge of the square.
- A fragmented approach to surface materials creates a space which is unsightly and lacking identity. The square has an eclectic surface finish of Yorkstone pavers, granite cobbles, asphalt, concrete pavers and concrete blocks.
- The railings surrounding Great St Mary's Church are cluttered with cycles due to a lack of carefully located cycle stand provision.
- The square and adjacent streets are cluttered with unnecessary signage and bollards. The railings to the church are also cluttered with posters/information.
- The Peas Hill area is currently underused and has a 'back of house' feel. Despite the narrowness of the street it is dominated by an oversized carriageway and car parking spaces.
- A fragmented approach to surface materials creates a space which is unsightly and lacking identity, with cluttered, narrow pavements.
- Few active frontages adjacent to the space and it can feel unsafe, particularly in the evenings with a lack of natural surveillance.

MARKET SQUARE & PEAS HILL



Known Development Sites/ Plans

- New Museums site (1.97ha) is allocated in the Local Plan (2006) for university and mixed use and proposed for allocation in the Issues and Options Report (*Cambridge Local Plan, Towards 2031 - Issues and Options 2, Part 2, 2013*) for university uses (Site U2). The extent of the University provision required is unknown, however the Issues and Options Report (2013) identifies potential to open up public realm in this area and improve access to the museums.

Opportunity

- There is an opportunity to link the New Museum site redevelopment to Market Square to activate Corn Exchange Street and the back of the Guildhall. This could be achieved through public realm and wayfinding improvements around the Guildhall through to Peas Hill and the Corn Exchange.
- The possibility of opening up the ground floor of the Guildhall, for retail /tourism activities should be considered.
- Market Square has the potential to become a better ‘Civic Space’ reflecting the historic character and quality of the area. This could be achieved by:
 - Improvements to the appearance of the market stalls with co-ordinated awnings and redesigned stalls which are easily demountable.
 - Creation of a multifunctional space with a temporary market that can be easily moved to provide a more varied programme of events such as seasonal markets, concerts. When reconfiguring the market stalls a small number could be relocated in the Peas Hill area.
 - Increasing the evening offer/economy with the addition of cafes, pop-up bars/restaurants.
 - Introduction of formal and informal seating opportunities within the area to provide a comfortable and accessible public realm.
 - Opening up views to the Guildhall and Great St Mary’s Church.
 - Unifying the surface treatments with a high quality and durable material palette, sensitive to the historic setting.
 - Extending the pedestrianised zone and shared surface to the rear of the Guildhall (Peas Hill, Bene’t Street, Wheeler Street and Guildhall Street).
 - Consolidating street furniture, removing unnecessary signage and street furniture.
 - Creating a unique sense of place by drawing on the local history.
 - Introduction of carefully located cycle stands including under cover cycle parking.

Capacity

Site	Issues and Options Report Site Reference	Area (ha)	Use	Potential Gross Site Capacity	Basis for Capacity Assessment
New Museum	U2	1.97	University	u/k	Issues and Options Report

Source: Cambridge City Council (2013) *Cambridge Local Plan, Towards 2031 - Issues and Options 2, Part 2*



MARKET SQUARE & PEAS HILL - PRECEDENT IMAGES



Copenhagen, Denmark



Shopping gallery, Cardiff



Lighting, Valencia main square, Spain



Multifunctional space, Place des Terreaux, France



Multifunctional space, Place des Terreaux, France



Fountains/multifunctional space, Somerset House



Cafe culture, Copenhagen, Denmark



Shared surface, Venn Street, London



Coordinated, temporary market stalls



Christmas Market, Leeds



Sensitive paving, Somerset House



Outdoor cafe seating, Somerset House

5.7 Summary

A high level estimate of capacity has been assessed based on the six areas of change identified through the study. Grouped by land use the following potential gross site capacity has been identified:

- | | |
|-------------------------|--------------------|
| - Residential | up to 654 units * |
| - Student accommodation | up to 415 beds * |
| - Commercial | up to 81,800 sq.m. |
| - Hotel | 75 beds |
| - Retail / leisure | 51,400 sq.m. |
| - University | unknown |
| - Other | 1,935 sq.m. |

* The residential and student accommodation capacity figures are maxima for these uses, since student accommodation is presented as an alternative for residential units in two out of the three sites.

It should be noted that these capacities are broad brush estimates and actual capacities will need to be tested through masterplanning or detailed design. The capacity identified replaces existing activity on all sites; however a proportion of the capacity will be net additional given the intensification proposed on some sites.

Retail

This approach proposes developing the Grafton shopping centre and Fitzroy / Burleigh Street in conjunction with the historic city core. It suggests there the difference in character between the two areas minimises competition and offers the most significant opportunity for growth within the city centre. The relationship between the two areas, in terms of both brand and physical connections, needs further exploration to improve perceptions of accessibility and appeal.

Residential / Student Accommodation

Mill Lane, Mill Road and at/ around the Grafton shopping centre offer the most significant residential capacity growth in and around the city centre. This has been identified in previous studies and reports. There is potential for student accommodation at the Grafton shopping centre and on Mill Lane – this would (partially) replace identified residential capacity.

Commercial

Scope for commercial office development has been identified around the station and Grafton shopping centre, as well as at Castle Hill.

Site	Issues and Options Report Site Reference	Potential Gross Site Capacity	Total Potential Gross Capacity
Residential			
Mill Road Depot	R10	167 units	Up to 654 units
Travis Perkins	R9	43 units	
Police Station	M4	50 units	
Old Press/ Mill Lane	U1	Up to 150 units ¹	
82-90 Hills Road and 57-63 Bateman Street	M5	20 units	
The Grafton shopping centre	n/a	Up to 211 units ¹	
Mackays Site, East Road	n/a	Up to 13 units	
Student Accommodation			
Old Press/ Mill Lane	U1	Up to 200 units ¹	Up to 415 units
The Grafton shopping centre	n/a	Up to 215 units ¹	
Retail/ Leisure			
The Grafton shopping centre	n/a	50,000 sq.m.	51,400 sq.m.
82-90 Hills Road and 57-63 Bateman Street	M5	1,400 sq.m.	
Commercial			
Old Press/ Mill Lane	U2	6,000 sq.m.	81,800 sq.m.
1 and 7-11 Hills Road	E5	20,000 sq.m.	
82-90 Hills Road and 57-63 Bateman Street	M5	4,000 sq.m.	
Castle Business Park	n/a	28,000 sq.m.	
Elizabeth Way roundabout junction sites	n/a	23,800 sq.m.	
University			
New Museum	U2	u/k	u/k
Old Press/ Mill Lane	U1	u/k	
Hotel			
Old Press/ Mill Lane	U1	75 beds	75 beds
Other			
Old Press/ Mill Lane	U1	1,000 sq.m.	1,935 sq.m.
Mackays Site, East Road		935 sq.m.	

Note: (1) The capacity for student accommodation is an alternative for the residential capacity identified at this site.

6 Transport and Public Realm Improvements

Although the identification of physical capacity in terms of development sites is important, the potential areas of change should not be addressed in isolation. Rather they should be seen as part of an integrated approach to increase the capacity of the city centre, which will need to be complemented by wider initiatives to ensure the city centre functions as a whole.

This section sets out potential transport and public realm improvements that will help to increase capacity in the city centre, for example, through increasing the volume of pedestrians that can be physically accommodated on the street network, or improving the functionality of the centre by easing tensions between different users within the city centre.

6.1 Transport

Space for movement in the city centre is constrained and it is unlikely that road capacity can be increased substantially. The focus of the local and regional authorities has been on managing this constraint, primarily through the promotion of sustainable forms of transport (walking, cycling and public transport), while concurrently shifting emphasis away from car use.

Recent 2011 census data demonstrates that the local strategy is bearing fruit, with a substantial decrease in car journeys to work in the central area since 2001 (while the employed population in the city grew by 21% in the same period). Travel by sustainable forms of transport has, meanwhile, increased.

The strategy to limit private vehicles is expected to continue to form a key pillar of local transport planning policy. The constraints in the central area continue, however, to pose other challenges, which can be summarised as follows:

- Managing the safe interaction between pedestrians, cyclists and motor vehicles;
- Providing sufficient and well located cycle parking facilities;
- Further enhancing bus routes and passenger facilities;
- Continuing to accommodate only limited private vehicles to using city centre car parks, while encouraging further uptake of park and ride services and managing congestion;
- Continuing to integrate taxis into the limited space in the city centre, without adversely affecting bus journeys; and
- Managing servicing trips in the city centre as demand for goods increases.

This section outlines the key recommendations to address the challenges.

6.1.1 Pedestrians/cyclists

The relationship between people travelling on foot and those cycling remains complex; increasing levels of pedestrian movement and cycle activity require a focused strategy to ensure safety and comfort is retained for both modes. The following options have been considered:

- *Segregation* – The provision of safe corridors for cyclists away from pedestrians to ensure safety and to enable quick linkages for cyclists into and out of the central area. In practice, this approach would be very complicated in operational terms and would have several adverse effects on movement – it would encourage faster speeds by cyclists, which could adversely affect safety; and it would necessitate the creation of key corridors, which would limit pedestrian connectivity. Effective enforcement could also be problematic;
- *Wider footways* – It is clear that there are both pinch points and generally inadequate footways to cater for the high level of pedestrian demand. It is also, however, clear that the demand can be so high that footways would need to be very wide indeed to accommodate all pedestrians (especially in the summer months), significantly affecting vehicular corridors. Moreover there would be a high cost associated with the creation of wider footways, potentially affecting sub-surface services, while there is unlikely to be significant space available on the outer edges of the public highway corridors; and
- *Shared space* – Pedestrian, cycle and vehicle interaction could be made safer by a structured approach to sharing the highway, rather than through segregation. Shared responsibility and awareness can contribute to slower speeds and a safer space. There is a residual need to ensure accessibility for vulnerable users. Costs associated with shared space schemes have been high (e.g. Exhibition Road, London), but cheaper options are available. Moreover, schemes can be phased, where – for instance – street clutter could be removed before larger scale interventions are considered.

We recommend that, in areas of high pedestrian activity, the city centre adopts a strategy that does not segregate pedestrians from other users of the space. Pedestrians and cyclists are both important user groups that are prioritised in local policy, although pedestrian comfort should be considered paramount from a safety perspective. Moreover, research has shown that shared space and other pedestrian priority schemes can contribute to higher pedestrian flows and improved rental values.

If dedicated cross-city cycle routes are required, these should be located away from the city centre. Links along Queen's Road and Fen Causeway/Lensfield Road could enable cyclists to travel quickly across the city without creating safety issues in the city centre.

Although there are many designated cycle routes and facilities in the city centre, dedicated cycle lanes may create safety risks. Appropriate guidance should be made available at and within the city centre to maintain safe travel speeds and improve travel behaviour; this could be enhanced through public realm design.

Improved cycle parking facilities in high profile and central locations should be considered both to encourage further cycle use but also to reduce the unauthorised cycle parking activity. Such facilities should be accessible and easy to use; free and ground level locations are recommended. As part of the on-going Cambridge City Centre Cycle Parking Project, potential locations for dedicated undercover secure cycle parking facilities are being investigated, including at Lion Yard courtyard, the Market Square underground toilets, the Guildhall basement and the Grand Arcade car park.

6.1.2 Bus services

The Drummer Street bus station is inadequate for the level of activity that it plays host to. All city bus routes already use the on-street stops in Drummer Street and Emmanuel Street, rather than the bus station.

The space for a city centre bus station that serves both city and regional routes is not likely to be available in the city in the short to medium term. Moreover city services tend to connect to different outer areas, passing through the city centre; for such services a bus station such as that at Drummer Street is not required. However, a reduction in bus services in the city centre would run counter to local and regional transport strategy and would adversely affect patronage levels.

As part of a wider strategy for buses, a review of the bus station facilities should be undertaken to enable more efficient use of space in the city centre. The following approach is recommended:

- City centre bus services to continue to serve and be routed through the city centre. Where possible, bus route corridors should be consolidated to reduce the impact of bus movements in local streets;
- Accessibility to bus services should remain as at present, namely conveniently close to the main retail and education facilities;
- The Drummer Street bus station could be enhanced, with regional bus routes terminating at new hub facilities at a redeveloped Grafton shopping centre and, if feasible, the railway station. Bus stand facilities could be provided elsewhere if required. As with local services, all regional services should continue to serve and be routed through the city centre as they travel on to the hub facilities; and
- National Express coach services could be integrated into one of the new hub facilities.

A hub facility could be provided further away from the city centre, where pressure on available land is less but also at locations where demand could be coupled with other activities – e.g. retail at the Grafton shopping centre and/or rail interchange at the railway station. A facility at the Grafton could serve bus routes arriving through the city centre from the south, while a facility at the railway station could serve routes arriving from the north. Locating bus hubs at these locations continue to offer excellent connectivity for bus users, since the services would continue to pass through and serve the city centre.

6.1.3 Car use

The City and County are both focused on continuing to encourage a shift away from car use. The strategy for car use in the city is to improve orbital connections, building on the success of cutting through traffic within the city core.

It is necessary for economic reasons that car use to the city centre will continue to be possible, with activity directed to the central car park locations. In order to improve the attraction of park and ride services, further measures to control city centre demand through pricing at car parks could be considered.

The East Road roundabout is an over-engineered space and could be reconfigured to a signalised junction, which would enable safe cycle connections and reclaim space for future development opportunities.

6.1.4 Taxi facilities

The County Council is currently considering a scheme to improve the operation of the St Andrew's Street taxi facilities; namely, the proposal that Drummer Street taxi rank is used as a feeder rank for the St Andrew's Street facility. The two ranks would be connected through an electronic management system, which would enable queuing by taxis in St Andrew's Street to be minimised. This functional improvement would help to improve the flow of vehicle and cycle movements along this key street; as well maintain the current level of accessibility for taxi users.

6.1.5 Servicing

The volume of deliveries is expected to increase in future years. The numbers of vehicles loading on-street can be controlled through controlled zones and discussions could be held with the potential Business Improvement District to encourage businesses to consolidate deliveries through Local Delivery and Servicing Plans.

6.2 Public Realm

The focus needs to be on improving the overall capacity of the city centre to accommodate people in a pleasant and safe environment. A site visit was carried out to analyse and understand the issues, constraints and opportunities within the city centre, a summary of the findings is presented below.

Issues

- Inconsistent street design with a lower quality on the approach roads and to the east of the historic core and higher quality public realm evident in the majority of the historic centre.
- A fragmented approach to street design, including large areas of narrow pavements and poor quality surfacing.
- Many of the roads are oversized and are vehicle focussed detracting from the pedestrian experience.
- Cycle lanes are often narrow and dangerous.
- Many streets are cluttered with unnecessary signage, guard rails and bollards. Poorly located bins, cycle stands and other street furniture also cause an issue throughout the centre.
- The quality of the public realm does not match the quality of the historic environment.
- Local history is not celebrated and reflected in the public realm.
- Need for additional cycle parking particularly within the centre, close to educational and commercial areas.
- Lack of coherent wayfinding and pedestrian signage to areas and destinations.
- Shortage of comfortable seating within the city centre.
- Lack of tree planting particularly where roads are wide enough to accommodate a substantial increase in the number of trees.

- Lighting is inconsistent.
- The historic centre lacks a ‘Civic Space’. Market Square is currently dominated by the permanent market stalls, which do not sit comfortably within the historic setting.

Opportunities

Pleasant, safe and active streets with high levels of footfall provide the basis for thriving business and retail centres. To enhance future capacity and improve the quality of the retail experience it will be important that a comprehensive Public Realm Strategy is prepared and implemented.

A detailed study of the urban grain, looking at the hierarchy of streets, pedestrian zones and public spaces will help to improve movement and legibility and identify and enhance character areas.

A Public Realm Strategy will ensure a clear vision for the city centre, with a strategic goal of creating a high quality, safe and accessible urban environment. It will be key in directing all future development with an emphasis on changing the perception of a vehicle dominated environment to one in favour of the pedestrian/cyclist. It will also ensure there is a consistent and coherent approach to street furniture, lighting, tree planting and material palettes.

Some key opportunities are outlined below:

- The historic centre has a unique urban fabric, with stunning architecture and open spaces; this should be celebrated and respected.
- Expand the pedestrianised zone within the historic core.
- Extension of the shared space to remove many of the narrow pavements helping increase the capacity of pedestrian footfall in these areas.
- Unify the streets within the historic core and beyond through a simple and robust palette of surface treatments and street furniture to reflect the quality of the rich historic environment.
- Increase the provision of cycle stands, particularly covered cycle stands within the centre, such as that within the Grand Arcade.
- Shared surfaces, raised tables and carefully located pedestrian crossings can increase the pedestrian capacity of an area, whilst also creating a more comfortable and accessible environment.
- There is a need to readdress the balance between vehicles and cyclists/pedestrians.
- Provide higher quality, more consistent lighting in the city centre appropriate to its location – especially for historic streets. A carefully considered, integrated lighting strategy can help to animate spaces and create a sense of identity to towns and city centres, and also increase the comfort, safety and accessibility of an area.
- Areas of tree planting should be explored in conjunction with the potential narrowing of oversized carriageways, changing the perception of a vehicle dominated environment.
- Wayfinding and signage can enhance the image and cultural identity of the City. It will help improve navigation, movement and the overall visitor/user experience.
- Market square has the potential to become a much better ‘Civic Space’. There is an opportunity to provide a wider and more varied programme of events.

7 Conclusions

Cambridge city centre is world renowned location offering a high quality of life in a highly valued historical landscape, constrained by integral and protected open spaces. The city is subject to significant development pressures to accommodate a number of competing uses, including residential and each of its five key economic sectors; however there is a finite capacity to the amount of growth that the city can accommodate both in terms of physical capacity, as well as in terms of human, social and environmental limits.

This study has attempted to quantify the amount of residual capacity that Cambridge city centre offers to accommodate growth in the period to 2031 for each of the key uses. It should be noted that these gross capacities are broad brush estimates and actual capacities will need to be tested through masterplanning or detailed design. The capacity identified replaces existing activity on all sites; however a proportion of the capacity will be net additional given the intensification proposed on some sites.

- **Employment.** A demand for up to 70,200 sq.m. of office space has been quantified. This study has identified up to 81,800 sq.m. of office space, a proportion of which is net additional space and would therefore contribute to the established demand.
- **Housing.** A need for up to 14,000 dwellings has been estimated and a supply of 12,700 has been identified through commitments and additional capacity in the urban area. This study has identified potential for up to 654 units (not all net additional) – a modest contribution to meeting need.
- **Retail / leisure.** Around 40,000 sq.m. of comparison shopping floorspace and 20,000 of leisure floorspace will be required in the period to 2031; although given the uncertainty around retail forecasting the *Retail and Leisure Study* recommends an initial focus on the 14,000 sq.m. of comparison floorspace required by 2022. This study has identified a potential for 51,400 sq.m. of retail / leisure floorspace, around a quarter of which would be net additional floorspace and would therefore make a significant contribution to meeting demand.
- **Education.** Significant demand for student hostel accommodation exists, with a minimum provision of 1,600 units. This study has identified potential for up to 415 units.
- **Hotel.** Up to 2,000 rooms are required to fulfil projected demand for hotels. This study has identified potential for up to 75 beds.

It is clear that the city centre will not be able to deliver all the required capacity for the individual uses. It should be noted that some additional capacity could be realised through the re-use of vacant properties and intensification of use of underutilised space. Although it has not been possible to quantify the capacity this would offer, it is unlikely that it will be sufficient to fill the capacity gap.

Six potential areas of change have been identified and it is recommended that these form the foci for the Council's strategies and activities. These areas offer the greatest opportunities to deliver additional capacity within the city centre as well as deliver general improvements to the quality of environment. The six areas are:

- Mill Road
- Old Press/Mill Lane
- Regent Street/Hills Road/ Station Road
- Castle Street/Magdalene Street
- East Road/Grafton/ Burleigh Street/ Fitzroy Street
- Market Square/Guildhall/New Museums

As well as physical development sites, the city will need to undertake a series of wider transport and public realm improvements to ensure that Cambridge has the functional capacity to accommodate growth. This study has suggested a number of improvements, which can be summarised as follows.

- Increase the use of shared space on central streets rather than any further pedestrianisation or dedicated cycle lanes.
- Locate any dedicated cross city cycle routes away from the city centre and increase cycle parking provision within the city centre, at key locations e.g. the Drummer Street bus station.
- Review the Drummer Street bus station operation and facilities to enhance services. Continue to route bus service to serve the city centre to ensure accessibility is maintained.
- Implement taxi rank feeder scheme to improve user experience and improve traffic flow.
- Prepare and implement a full public realm strategy for the city centre. In summary, the overarching principles for public realm should be:
 - Identify and strengthen character areas
 - Improve signage and wayfinding
 - Simple and consistent streetscape improvements
 - Increase tree planting
 - De-clutter streets
 - Consolidate and rationalise street furniture
 - Develop a coherent lighting strategy.

Appendix A

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