

Appendix 9

Carter Jonas - Planning Consultant

**STAGE 2 PLANNING
REPORT**

**CAMBRIDGE CIVIC
QUARTER**

Cartwright Pickard Architects

October 2024

Carter Jonas

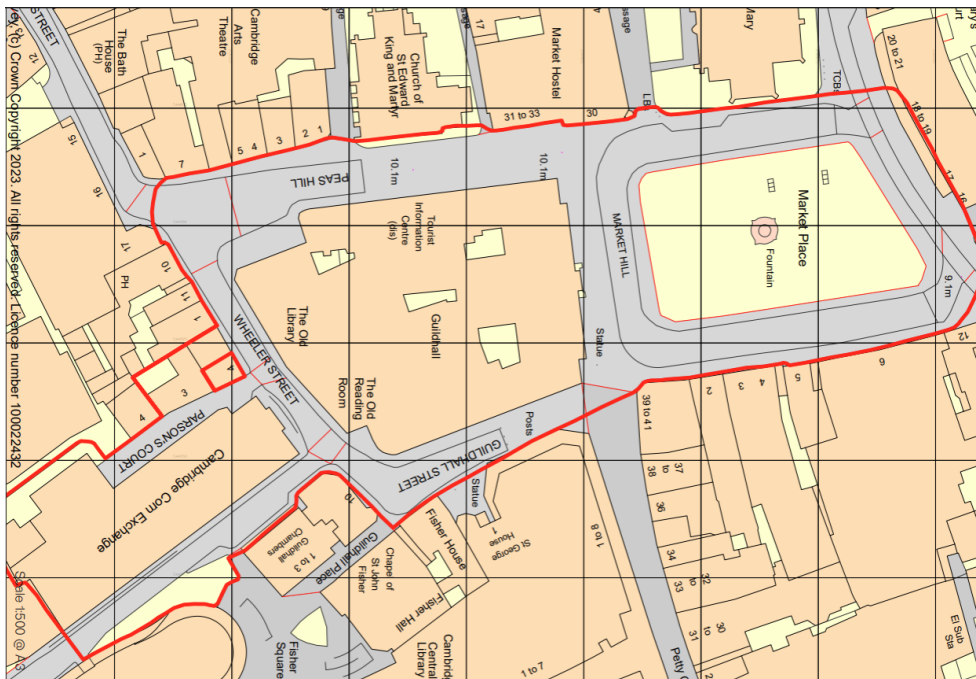
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1.0 INTRODUCTION

- 1.1 This Report has been provided by Carter Jonas LLP on behalf of Cartwright Pickard Architects. It sets out the planning process and conclusions in reaching RIBA Stage 2, Concept Design, for Cambridge's Civic Quarter.
- 1.2 Cambridge's Civic Quarter comprises the Corn Exchange, Guildhall, Market Square and surrounding/connecting public space. It includes assets owned by Cambridge City Council and Cambridgeshire County Council as Highways Authority. The red line boundary is shown in Figure 1.

Figure 1: Red Line Boundary



Source: Cartwright Pickard

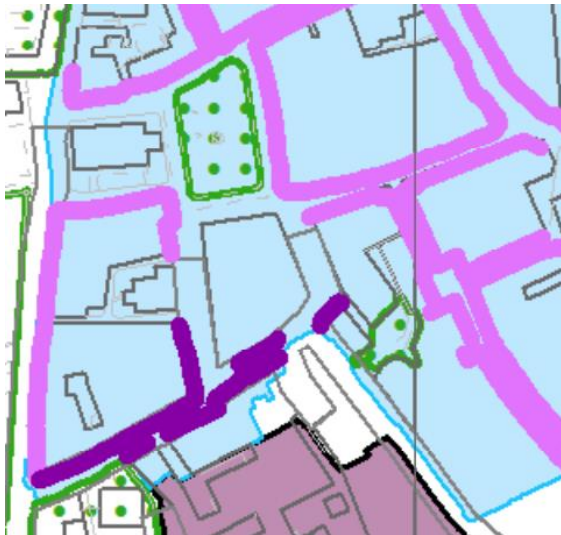
- 1.3 Since our appointment in April 2024, Carter Jonas have been managing engagement with the Local Planning Authority and assisting with the evolution of the design.
- 1.4 This Report sets out:
 - Relevant planning policies to the development of the Civic Quarter
 - The engagement process undertaken
 - A planning assessment of the final Stage 2 options
 - Recommendations for Stage 3
- 1.5 The final Stage 2 options being considered are Museum/office use for the Guildhall; internal and external refurbishment of the Corn Exchange for its continued use as a music venue, including closure of Parsons Court to vehicles and conversion of no.3 Parsons Court to a bar; landscaping improvements to Peas Hill, Guildhall Street and Market Hill; and landscaping improvements to the Market Square, including provision of a canopy structure, permanent market stalls, and removal of the Grade II listed fountain.
- 1.6 Relevant policies from the Cambridge Local Plan can be found at Appendix A. The minutes from our pre-application meetings can be found at Appendices B-G.

2.0 PLANNING CONTEXT

- 2.1 The site lies within the jurisdiction of Cambridge City Council. Relevant policy documents are contained in:
- Cambridge Local Plan 2018
 - Cambridge Policies Map 2018
 - Cambridgeshire Flood and Water Supplementary Planning Document 2018
 - Sustainable Design and Construction Supplementary Planning Document 2022
 - Biodiversity Supplementary Planning Document 2022
- 2.2 At Stage 2, only the Local Plan and Policies Map have been considered.
- 2.3 The site is within the Central Conservation Area, meaning the Historic Core Appraisal (2017) is a material consideration.
- 2.4 It should be noted that the Guildhall is Grade II listed; the Corn Exchange is Grade II listed; Market Place paving and two sets of iron railings are Grade II listed; the fountain in the centre of Market Hill is Grade II listed; and 3 Parsons Court is Grade II listed.
- 2.5 Any works in these areas will therefore require Listed Building Consent as a minimum.
- 2.6 Outside of the red line boundary, 5 Market Hill is Grade I listed, Great St Mary's is Grade I listed, and St Edward's Church is Grade II*. A number of other Grade II buildings are in close proximity.

Policies Map

Figure 2: Planning Designations



Source: Cambridge Policies Map 2018

- 2.7 According to the Policies Map, the site is within the City Centre and Primary Shopping Area (blue wash); and it is within the Conservation Area. The northern and eastern boundaries of Market Square are designated a Primary Shopping Frontage (pink line), whilst the streets south and west of the Guildhall are a Secondary Shopping Frontage. The Market Square itself, excluding Market Hill, is a Protected Open Space.

Cambridge Local Plan 2018

- 2.8 The below list sets out relevant planning policies. It is not exhaustive for the sake of brevity.
- Policy 10: The City Centre
 - Policy 11: Development in the City Centre Primary Shopping Area
 - Policy 40: Development and expansion of business space
 - Policy 41: Protection of business space
 - Policy 56: Creating successful places
 - Policy 58: Altering and extending existing buildings
 - Policy 59: Designing landscape and the public realm
 - Policy 61: Conservation and enhancement of Cambridge’s historic environment
 - Policy 63: Works to a heritage asset to address climate change
 - Policy 67: Protection of open space
 - Policy 73: Community, sports and leisure facilities
 - Policy 77: Development and expansion of visitor accommodation
 - Policy 82: Parking management

Summary of Relevant Policies

- 2.9 A variety of planning constraints affect the site. The entirety of the Civic Quarter is within the “City Centre”, where the primary focus of new development should be retail, leisure, culture and “other needs” appropriate to its role as a multi-functional regional centre. A sustainable mix of uses is encouraged, as is a high-quality design and the preservation of any heritage assets.
- 2.10 The Local Plan refers to the production of a city centre public realm strategy SPD, but to date, one has not been developed. This is a recognition that public realm in the city centre needs to be improved, but Policy 10 highlights that this should be in a coordinated manner. Any project that does seek to improve public realm should therefore have regard to points k-o of Policy 10, which seek to coordinate public realm improvements, improve facilities for pedestrians and cyclists, unify streets through high quality surfaces, lighting, street furniture and landscaping, and improve public realm around the Market Square to “make better use” of the area.
- 2.11 Policy 56 sets out that in order to create successful places, developments must be comprehensive (bearing in mind the connections between buildings, topography and landscape); provide active frontages; remove the threat and perceived threat of crime; embed public art; and be inclusive, particularly for disabled people.
- 2.12 Policy 61 on conservation and enhancement of the historic environment suggests that setting of heritage buildings, views within conservation areas, and protection of the character of conservation areas, will all be key considerations for the Civic Quarter.

The Guildhall

- 2.13 The Guildhall is excluded from the Primary and Secondary Shopping Frontages but is within the Primary Shopping Area. Development/change of use of this building is not required by policy to contain ground floor retail uses.

- 2.14 The key policies governing the Guildhall are Policy 58 (alterations to existing buildings), Policy 61 (conservation of the historic environment) and Policy 63 (works to a heritage asset to address climate change). Together, these suggest that the setting and significance of the Guildhall should be preserved; and improvements to environmental performance should be carefully justified and informed by a detailed understanding of the building's importance.
- 2.15 Although currently largely unused, the Guildhall has historically been used as offices, and as such will be designated an existing employment use. Policy 41 suggests that existing business space should be protected, with loss (including from change of use) not permitted unless the site has been "realistically marketed" for employment use over a period of 12 months. New offices and improvements to existing offices within the city centre are supported.
- 2.16 For possible Museum uses, Policy 73 supports new or enhanced community facilities in accessible locations that would not have an adverse impact on the vitality and viability of the city centre.
- 2.17 For possible hotel uses, Policy 77 sets out that proposals for high-quality visitor accommodation will be supported in the city centre and in sustainable, accessible locations. Use of the Guildhall as a hotel would therefore be supported but will need to overcome the potential conflict with Policy 41. However, it is understood that hotel uses are not being taken forward as an option at this stage.
- 2.18 Policy 11 sets out that any development within the City Centre that is not retail should make a positive contribution to the vitality, viability and diversity of the city centre. Active frontages are encouraged.
- 2.19 The building does not have any car parking and only has limited cycle parking. Any change of use will have to review parking provision, particularly for cycles, and justify levels of provision. The Local Plan sets out a requirement of two cycle spaces per five members of staff, with additional visitor spaces.

Corn Exchange

- 2.20 The Corn Exchange is excluded from the Primary and Secondary Shopping Frontages and also excluded from the Primary Shopping Area.
- 2.21 The key policies governing the Corn Exchange are Policy 58 (alterations to existing buildings), Policy 61 (conservation of the historic environment) and Policy 63 (works to a heritage asset to address climate change). Together, these suggest that the setting and significance of the Corn Exchange should be preserved; and improvements to environmental performance should be carefully justified and informed by a detailed understanding of the building's importance.
- 2.22 As a concert hall and events venue the Corn Exchange would be considered a "sui generis" use. Policy 73 seeks to protect existing leisure facilities; enhancements to existing facilities will be supported.
- 2.23 The building does not have any car parking and only has limited cycle parking. Any improvements to cycle parking for staff would be welcomed; it is expected that visitors would continue to park at the Grand Arcade.

Market Square

- 2.24 Market Square is part of the Primary Shopping Area and a designated Open Space. Policy 67 sets out that the character of any designated open space should not be harmed, and open space should not be "lost". The Market Square has quite a distinctive character, with much of the space currently taken up by market stalls. These are temporary (although have remained in place for some time) but the Square as a whole remains open. Erecting a building may be seen as leading to a loss of open space, unless that building is clearly connected to, ancillary to or enhances the function of the open space.

- 2.25 As with the Corn Exchange and Guildhall, Policy 61 and Policy 63 will apply to any proposals to alter the setts, fountain or railings. These benefit from heritage protection and any proposals will be expected to preserve their setting and significance. Proposals should enhance the vitality, viability and diversity of the city centre, in accordance with Policy 11.

3.0 PRE-APPLICATION ENGAGEMENT PROGRAMME

3.1 Carter Jonas were appointed as lead planning consultants for the Civic Quarter Consortium on 18th April. Our role was to facilitate the pre-application discussions between the Consortium and the Greater Cambridge Shared Planning Service (GCPS), including other officers from the County Council as necessary, and to advise on the emerging options for the Civic Quarter.

Meeting Programme

3.2 The following meetings have been held:

| Meeting | Summary of points discussed | Date |
|---------------------------|--|-----------------------|
| Kick-off meeting | Members of the project team met with Council officers to present our winning bid and our anticipated engagement programme. The structure and scope of pre-application meetings was agreed. | 8 th May |
| Officer walkaround | Members of the project team met with landscape, heritage, urban design and planning officers for a walk around the Guildhall, Market Square and public realm to review key issues of interest and areas that officers wanted us to focus on. | 15 th May |
| Pre-Application Meeting 1 | At this first formal pre-application meeting with the GCPS we discussed the four main areas of interest (Guildhall, Market Square, Corn Exchange, and wider public realm), with key opportunities and constraints; and our “big ideas” for changes. Officers identified their early concerns and areas for further discussion. Carter Jonas provided follow up minutes for agreement with officers and the project team. | 18 th May |
| Guildhall breakout | The project team and GCPS discussed the two options for the Guildhall, including sustainability proposals; areas of historic importance; proposals for the Council offices; and key internal interventions and extensions. Officers identified concerns over insertion of PV panels on historic parts of the roof, the interventions for the Sessions Court, and the likely design and use of a rooftop extension. Carter Jonas provided follow up minutes for agreement with officers and the project team. | 2 nd July |
| Movement breakout | The project team met with the GCPS and Highways team to discuss proposals for movement across the study area, including closing roads to traffic, future servicing arrangements, and improvements to the public realm. Highways officers identified concerns with the ability to stop up key roads and requested further data on how pedestrians, cycles, taxis and service vehicles use the area. Carter Jonas provided follow up minutes for agreement with officers and the project team. | 2 nd July |
| Corn Exchange breakout | The project team and GCPS met to discuss key sustainability proposals, internal interventions, and proposals for Parsons Court and the ticket office (3 Parsons Court). Officers were largely content with the proposals. Key actions were to consider energy and water proposals across the site as a whole. Carter Jonas provided follow up minutes for agreement with officers and the project team. | 18 th July |

| Meeting | Summary of points discussed | Date |
|-------------------------------|--|--------------------------|
| Market Square breakout | The project team, GCPS and Highways team discussed proposals for road closures, a potential building on the Square, and improvements to the public realm. Highways and heritage officers identified concerns with removing the road around the square; and concerns with adapting the cobbles. Key issues for any structures on site were discussed. Carter Jonas provided follow up minutes for agreement with officers and the project team. | 18 th July |
| Pre-Application Meeting 2 | The project team and GCPS met to review the final Stage 2 concept proposals for Market Square, Corn Exchange, the Guildhall, and surrounding public realm. General agreement was reached on the proposals for the Corn Exchange and Guildhall. Key questions remain over the treatment of Market Square. Carter Jonas provided follow up minutes for agreement with officers and the project team. | 12 th Sep |
| Meeting with Historic England | Members of the project team met with representatives of Historic England and the Conservation Officer to discuss the proposals for Civic Quarter. Discussion focused on the Market Square. It was emphasised that any interventions would have to be fully justified and comply with historic buildings legislation. | 22 nd October |

- 3.3 Finalised meeting minutes for the pre-application and breakout meetings can be provided on request.
- 3.4 Following Pre-application Meeting 2, GCPS officers provided formal written feedback including a traffic light assessment of the risks of various elements of the proposals. In summary:
- The principle of development of the Guildhall was considered acceptable. Further work was recommended to ensure the accessibility of the building for users in wheelchairs and for cycle parking. Further work is recommended on the design and detailing of rooftop plant, and the treatment of internal heritage spaces.
 - The principle of development for the Corn Exchange was considered acceptable. Further work was recommended on the elevations facing Parsons Court, on arrangements for waste collection, and on measures to improve water efficiency.
 - The removal of the road around Market Square requires justification and further work should be undertaken to demonstrate that keeping the road in place has been considered. The proposed canopy structure is potentially positive, subject to details. Further work is required on the design and function of basement cycle parking. The proposal to retain the setts is welcomed, but more detail is needed on how the refurbishment would be managed.
 - Further work should be undertaken to model the impact of the removal of the right turn from the Grand Arcade. Further survey data on how people use the existing roads and footways around the Civic Quarter would be welcomed.
- 3.5 Officers are generally supportive of the proposed works to the Corn Exchange and Guildhall subject to further details not necessarily needed for RIBA Stage 2.
- 3.6 Officers have advised that they cannot support the current scheme for the Market Square due to the flush shared surface.

Observations

- 3.7 The pre-application process has proved very useful for identifying concerns that officers' have, and gauging officers' early support for the proposals. As a result, proposals have evolved in tandem with officers and key risks to certain aspects of the proposals have been identified at an early stage.
- 3.8 It has been decided to move the Design Review Panel meeting into RIBA Stage 3 to enable review once the designs are developed further. Otherwise, the timeline of meetings that have been agreed reflects the programme set out within the bid.
- 3.9 No in-principle objections have been identified for the proposed interventions for the Corn Exchange and Guildhall. Officers are content with the direction of travel for the Corn Exchange. Key risks for the Guildhall remain the treatment of certain historic spaces (although movement towards a Museum use would appear to be more compatible with these historic spaces), the appearance and use of a rear extension, and the size and appearance of rooftop plant screening.
- 3.10 Options for road closures and public realm improvements around Market Square remain contentious, with consultees presenting sometimes conflicting opinions that have created narrow parameters for any design proposals. Following direction from the project board, the project team were challenged to come up with a more aspirational proposal for the Market Square; this will require a balancing of heritage harm versus public benefit. A final scheme presented at pre-app 2 received mixed feedback, with some elements supported subject to details, and other aspects questioned.
- 3.11 An initial meeting with Historic England indicated that proposals for Market Square will have to be fully justified with the benefits clearly set out. Particular concern was expressed regarding the removal of the fountain. Further meetings were recommended to discuss the proposals in more detail.
- 3.12 Continuing engagement through RIBA Stage 3 will be required to ensure that officers remain on board, as well as engagement with key planning stakeholders particularly Historic England and Cam Cycle.

4.0 STAGE 2 PROPOSALS

- 4.1 Following the assessment of the clients' brief, feedback from public engagement, and conclusions drawn from the pre-application engagement with Greater Cambridge Shared Planning Service, the project team have finalised Stage 2 concept designs.

The Guildhall

Proposal Summary:

- Conversion of the building to serviced offices with Council offices on the first and second floors
- Potential Museum use in part of the basement and ground floor
- Creation of a fourth floor extension on the western elevation
- Addition of plant screening to roof, including solar panels

Likely Planning Prospects:

- 4.2 The principle of development is supported. The building is already in use as an office; continuing use as an office will not require planning permission, although part change of use to a Museum will. The proposals will protect and enhance existing business space (in accordance with Policy 41), and creation of the Museum and certain public-facing uses such as café will add to the vitality, viability and diversity of the city centre, in accordance with Policy 11.
- 4.3 Continued office use and part Museum use is also likely to require fewer interventions in the historic fabric, although proposals for the ground floor and particularly the Sessions Court need to be worked through in detail. Proposals will need to accord with Policy 58 (alterations to existing buildings), Policy 61 (conservation of the historic environment) and Policy 63 (works to a heritage asset to address climate change).
- 4.4 The extension and roof plant will impact on the appearance of the listed building and on views within the Conservation Area. Further discussion with conservation and urban design officers, as well as Historic England, are recommended.
- 4.5 The building does not have any car parking and only has limited cycle parking. Changes to the cycle parking provision will have to be justified and should aim to be exemplary. The Local Plan sets out a requirement of two cycle spaces per five members of staff, with additional visitor spaces. Access to designated cycle parking areas will need to be carefully detailed.

The Corn Exchange

Proposal Summary:

- Closure of Parsons Court to vehicles to create a pedestrian space
- Change of use, internal and external alterations to no.3 Parsons Court to create a bar
- Internal alterations and rear extension to the Corn Exchange to enable its continued use as a music venue
- Provision of roof top solar panels

Likely Planning Prospects:

- 4.6 The principle of development is supported. The use of the Corn Exchange will not change. No.3 Parsons Court will change from an office to a bar, but this is a change within Use Class E and will add to the active frontage along Wheeler Street, a Secondary Shopping Frontage. Adaptation and refurbishment of the Corn Exchange will add to the vitality, viability and diversity of the city centre in accordance with Policy 11, and accord with Policy 73 on enhancement of community/leisure facilities.
- 4.7 The extension at first and second floor to the rear of the stage and the addition of rooftop solar panels will have a limited impact on the listed building and views of the wider conservation area, but still need to be reviewed with conservation and urban design officers, as well as Historic England, once details have been worked through.
- 4.8 Closure of Parsons Court to vehicles will require a Traffic Regulation Order, but Highways have indicated that this is acceptable in principle. Officers have advised that active frontages should be created on Parsons Court wherever possible.

Market Square and Public Realm

Proposal Summary:

- Repaving of Peas Hill to create shared space, with landscaping enhancements and tree planting
- Repaving of Guildhall Street to create shared space, with landscaping enhancements and tree planting
- Repaving of Market Hill to create shared space, with landscaping enhancements and tree planting
- Removal of right turn out of the Grand Arcade and new traffic regulation order on Corn Exchange Street, Wheeler Street and Benet Street, and enforcement of existing restrictions on Market Street, with public realm improvements
- Lifting, refurbishment, re-laying and extension of listed setts
- Loss of Grade II listed fountain and replacement water feature
- Erection of canopy and permanent market stalls

Likely Planning Prospects:

- 4.9 Local planning policy supports enhancements to public realm and supports proposals that enhance the vitality, viability and diversity of the city centre. The proposals would not adversely affect the status of the Market as an “open space”, subject to the design and materiality of the canopy, and no changes of use are proposed.
- 4.10 There are two key challenges to the proposals: firstly in the treatment of the listed elements (the cobbles, railings and fountain). The second challenge is the conflicting land ownerships and status of large parts of the public realm as Highways land, with changes therefore requiring the approval of the Highways authority. If objections are raised on heritage and highway grounds, these will need to be considered in the planning balance. Officers have advised that significant harm (particularly in relation to the loss of any listed structures) may be difficult to overcome, even if the public benefits are substantial.
- 4.11 While constructing a building on part of the Market Square will need very careful review, Officers have been supportive of the idea of the canopy being explored, subject to details. Proposals for the permanent stalls have also been supported subject to details.

- 4.12 The case for a basement has not been fully explored as part of Stage 2. Whilst there is an existing basement and further works to services and relaying of cobbles will require an element of excavation, a large-scale basement will require extensive archaeological work.
- 4.13 Proposals for cycle parking within the Civic Quarter will be of great public interest and will require further engagement with key lobby groups to ensure it is accessible, well lit, integrated with any hard and soft landscaping proposals, safe and provides sufficient space.
- 4.14 The changes to highways layout, and the insertion of trees, street furniture and temporary stalls into the public highway, are key issues that remain to be addressed and should be subject to further consultation. A more rationalised approach may be required and this was recommended in pre-app 2.
- 4.15 The moving of the listed railings to another location would require listed building consent and a careful consideration of heritage harm versus public benefits. Their refurbishment and reuse as boundary markers elsewhere on the Square would make this balancing exercise easier, and Officers did not seem unduly concerned at pre-app 2 subject to details.
- 4.16 The removal of the fountain requires listed building consent for the total loss of a listed building. This aspect of the application will require careful justification and a demonstration that the public benefits of the proposal outweigh any heritage harm. As noted above, significant weight will be given to the loss of any listed structure and therefore whether the fountain can be retained in its current location, alongside the proposals for the area, should continue to be explored as significant planning risks exist here.

Temporary Relocation of Cambridge Market

- 4.17 The temporary relocation of market stalls to another location whilst works to Market Square are ongoing would require a temporary planning consent. Strategies and possible locations will be further developed as part of Stage 3. As well as further discussions with the traders and landowners of other spaces, it is recommended that further pre-application discussions are held with planning and highways officers, and other officers as relevant e.g. heritage, to further explore the advantages of particular locations and discuss the supporting evidence required for any planning applications.

5.0 CONCLUSIONS AND STAGE 3

- 5.1 This Report has reviewed the key planning opportunities and risks facing the Stage 2 proposals for the Civic Quarter.
- 5.2 The tables below set out key aspects of the proposals, key issues that might be encountered, and the likely planning risk.

Table 1: Corn Exchange Proposals

| Area for agreement | Key issue | Risk |
|--|---|--------|
| Parsons Court proposals, including stopping up and repaving | Objection from Highways team | Low |
| Agreeing works to elevations fronting Parsons Court to provide active frontage | Objections from Conservation officers on detailed proposals for no.3 Parsons Court Objection from Conservation officers on any changes to Corn Exchange elevations | Low |
| Agreeing waste management for Corn Exchange adjacent businesses | Objections from Highways team to underground bins within public highway Objections from surrounding businesses Objections from Waste team | Medium |
| Agreeing form and materiality of the rear extension | Objections from Conservation officers on details and impact on street elevation/porch | Low |

Table 2: Guildhall proposals

| Area for agreement | Key issue | Risk |
|---|--|--------|
| Treatment of key historic spaces, particularly the Sessions Court | Objections from Conservation officers over removal of historic fabric Planning officers not agreeing with public benefits case | Medium |
| Energy and fabric upgrades | Objections from Conservation officers over impact on appearance or historic fabric | Low |
| Plant enclosure on the roof | Objections from Conservation and Urban Design officers over size, materials and impact on key views within the Conservation Area | Medium |
| Solar panels on Large Hall | Objections from Conservation on impact on views within Conservation Area | Medium |
| Demonstration of safe access for all users of the building, particularly those with mobility problems | Objections from Access and Planning officers | Low |
| Agreement of design of cycle parking | Objections from Highways and Cam Cycle over ease of use e.g. corridor widths, ramp gradients, doors Objections from planning and highways officers if no. of spaces provided do not meet Plan standards | Medium |

| Area for agreement | Key issue | Risk |
|---|---|------|
| Use, form and appearance of the upper floor extension | Objections from Conservation and Urban Design over size, materials and impact on key views within Conservation Area Planning officers not agreeing with public benefits of the extension | Low |

Table 3: Market Square proposals

| Area for agreement | Key issue | Risk |
|--|---|-------------|
| Size, function and design of cycle parking | Objections from Highways on size, location and access to and from it Objections from key consultee bodies e.g. Cam Cycle Impact on the design of the Square | Medium |
| Design and size of the canopy structure | Objection from Conservation or Urban Design officer Objection from Market Traders or key consultee bodies e.g. CPPF and Historic England | Medium-high |
| Design and function of the permanent stalls | Objection from Conservation or Urban Design officer Objection from Market Traders or key consultee bodies e.g. CPPF | Medium |
| Agreement of highways treatment, including any plans for shared space, carriageway size reduction, size and location of a kerb, and provision of any structures/planting within the carriageway (landscaping, cycle parking, temporary stalls, street furniture) | Objection from Highways officers Objection from Market Traders or key consultee bodies e.g. Cam Cycle | High |
| Agreement of landscaping treatments e.g. size and location of trees, street furniture | Objections from Landscape, Conservation and Highways officers | Medium |
| Agreement of waste strategy | Objections from Highways and Waste officers | Medium |
| Demonstration of significant public benefits in treating, relaying and extending setts | Objection from Conservation or Urban Design officer Objection from key consultee bodies e.g. Historic England | High |
| Demonstration of significant public benefits in treating and relocating railings | Objection from Conservation or Urban Design officer Objection from Market Traders or key consultee bodies e.g. Historic England | Medium-high |
| Demonstration of significant public benefits in total loss of the fountain | Objection from Conservation or Urban Design officer Objection from key consultee bodies e.g. Historic England | High |
| Agreement of the design and location of the new fountain | Objection from Conservation or Urban Design officer | Medium |

| Area for agreement | Key issue | Risk |
|--|---|------|
| | Objection from key consultee bodies | |
| Agreement of relocation strategy for traders whilst works take place | Objection from key consultees e.g. Highways, Conservation Objection from Market Traders or key consultee bodies Lack of agreement delays strategy | High |

Table 4: Public Realm proposals

| Area for agreement | Key issue | Risk |
|---|--|--------|
| Agreement of routing and road closures on Corn Exchange Street, Wheeler Street and Benet Street | Objection from key consultee bodies e.g. Cambridge BID Objection from Highways officers | Medium |
| Continued provision of disabled parking bays | Objection from Highways and Access officers | Medium |
| Landscaping treatments | Objection from Landscape, Conservation and Highways officers | Low |

- 5.3 As can be seen from the above, Stage 2 proposals for Corn Exchange are relatively low planning risk. It is likely that consultees and the project team can reach agreement prior to submission of a planning application.
- 5.4 Stage 2 proposals for the Guildhall include some areas of planning risk. Further meetings as part of Stage 3 to review cycle parking, access and the design of roof plant and the extension would be beneficial.
- 5.5 Stage 2 proposals for the Market Square include elements of high planning risk, particularly in the treatment of the highway, relaying of the setts, and the total loss of the fountain.

Planning Applications

- 5.6 It is envisaged that the following planning applications would be submitted at the conclusion of Stage 3:
 1. Planning and listed building consent for refurbishment and extension of the Corn Exchange, changes to public realm, and change of use of 3 Parsons Court to drinking establishment
 2. Planning and listed building consent for refurbishment and extension of the Guildhall, including part change of use to a Museum; landscaping of Peas Hill and Guildhall Street
 3. Temporary consent to relocate the Cambridge Market
 4. Planning and listed building consent for the refurbishment of Market Square, including: provision of cycle parking; erection of enclosed structure; refurbishment of Grade II listed setts; removal of Grade II listed fountain; erection of water feature; relocation of listed railings; and additional landscaping and street furniture

Stage 3 Process

- 5.7 To reduce the planning risks highlighted above, we would advise continuing with the pre-application engagement with the Local Planning Authority, and continuing engagement with key groups such as the Market Traders, and with the public. Demonstration of public and key group support for the proposals will be particularly important in balancing any heritage harm against public benefits.
- 5.8 In terms of further meetings with key consultees, we would advise:

- 2x further meetings with Historic England to review proposals for Market Square and the Guildhall
- Meeting with Cambridge Design Review Panel
- Further pre-application meetings with the Shared Planning Service, including at least:
 - 1x meeting for the Corn Exchange to review Parsons Court strategy and waste strategy (possibly including specific meetings with the waste and highways team)
 - 2x meetings for the Guildhall to review detailed floorplans, fabric upgrades, and agree appearance of roof plant and extension
 - 3x meetings on the Market Square to review development of proposals

APPENDICES

A Relevant Policies, Cambridge Local Plan 2018

A.1 Policy 10: The City Centre

Cambridge City Centre will be the primary focus for developments attracting a large number of people and for meeting retail, leisure, cultural and other needs appropriate to its role as a multi-functional regional centre. The city centre boundary is shown on the Policies Map. Any new development or redevelopment should:

- a. add to the vitality and viability of the city centre;
- b. achieve a suitable mix of uses;
- c. preserve or enhance heritage assets and their setting, open spaces and the River Cam;
- d. be of the highest quality design and deliver a high quality public realm; and
- e. promote sustainable modes of transport.

...

Development in the city centre should contribute to the Council's aim of improving the capacity and quality of the public realm throughout the city centre. The Council intends to set out more detail on how development can contribute to these improvements through the production of a city centre public realm strategy Supplementary Planning Document (SPD). This SPD will:

- k. set out how public realm improvements will be coordinated;
- l. focus on improving connections between the historic core and Fitzroy/Burleigh Street areas of the city centre, and connections between the city centre and the railway station;
- m. seek to improve facilities for pedestrians and cyclists;
- n. seek to unify streets through the use of high quality surface treatments and street furniture, lighting, tree planting and landscaping to reflect the quality of the historic environment; and
- o. set out improvements to the public realm around the Market Square, in order to make better use of this important civic space.

The SPD will be developed in partnership with Cambridgeshire County Council, providers of infrastructure and other relevant stakeholders, and will be subject to public consultation.

A.2 Policy 11: Development in the City Centre Primary Shopping Area

In the Primary Shopping Area (PSA) in the city centre, as defined on the Policies Map, proposals for new retail use (A1) will be supported. Proposals for other centre uses, as defined in Table 3.1 in this policy, will be supported, provided:

- a. the proposal complements the retail function and makes a positive contribution to the vitality, viability and diversity of the city centre;
- b. provision is made for an active frontage, such as a window display, in keeping with the character of the shopping area; and
- c. it would not give rise, either alone or cumulatively, to a detrimental effect on the character or amenity of the area through smell, litter, noise or traffic problems.

...

The daily market in the Market Square and the arts and crafts market on All Saints Garden will be protected, and proposals to enhance these markets and, where appropriate, create new markets will be supported.

A.3 **Policy 40: Development and expansion of business space**

New offices, research and development and research facilities are encouraged to come forward within the following locations:

- a. in the city centre and the Eastern Gateway, providing they are of an appropriate scale and are part of mixed-use schemes with active frontage uses where practicable at ground floor level;
- b. in the areas around the two stations (defined and subject to policies in Section Three); and
- c. research, and research and development facilities will be supported in the Cambridge Biomedical Campus (including Addenbrooke's Hospital), and at the West Cambridge site, provided they satisfy relevant policies in Section Three of the plan.

Proposals for the development of these uses elsewhere in the city will be considered on their merits and alongside the policies in Section Three of the plan.

Development of larger employment sites, with multiple occupiers, should consider whether they want to provide shared social spaces within the site, to enhance the vitality and attractiveness of the site.

A.4 **Policy 41: Protection of business space**

...

There will be a presumption against the loss of any employment uses outside protected industrial sites. Development (including change of use) resulting in the loss of employment uses will not be permitted unless:

- a. the loss of a small proportion of floorspace would facilitate the redevelopment and continuation of employment uses (within B use class or sui generis research institutes) on the site and that the proposed redevelopment will modernise buildings that are out of date and do not meet business needs; or
- b. the site is vacant and has been realistically marketed for a period of 12 months for employment use, including the option for potential modernisation for employment uses and no future occupiers have been found.

In this policy, the phrase 'employment use' refers to the B use classes and sui generis research institutes. It does not refer to other uses that generate employment (such as, for example, retail, schools, and care institutions).

Temporary changes of use to sui generis uses that generate employment opportunities will be appropriate while marketing of the site takes place (e.g. taxi businesses, vehicle hire).

This policy does not apply to sites in employment use that are allocated for another use and being developed for the use they are allocated for. The principle of the loss from employment use was accepted when the site was allocated.

A.5 **Policy 56: Creating successful places**

Development that is designed to be attractive, high quality, accessible, inclusive and safe will be supported. Proposals should:

- a. provide a comprehensive design approach that achieves the successful integration of buildings, the routes and spaces between buildings, topography and landscape;
- b. create streets that respond to their levels of use while not allowing vehicular traffic to dominate;

- c. create attractive and appropriately-scaled built frontages to positively enhance the townscape where development adjoins streets and/or public spaces;
- d. ensure that buildings are orientated to provide natural surveillance;
- e. create active edges on to public space by locating appropriate uses, as well as entrances and windows of habitable rooms next to the street;
- f. create clearly defined public and private amenity spaces that are designed to be inclusive, usable, safe and enjoyable;
- g. be designed to remove the threat or perceived threat of crime and improve community safety;
- h. use materials, finishes and street furniture suitable to the location and context;
- i. create and improve public realm, open space and landscaped areas that respond to their context and development as a whole and are designed as an integral part of the scheme;
- j. embed public art as an integral part of the proposals as identified through the Council's Public Art Supplementary Planning Document; and
- k. ensure that proposals meet the principles of inclusive design, and in particular meet the needs of disabled people, the elderly and those with young children.

A.6 **Policy 58: Altering and extending existing buildings**

Alterations and extensions to existing buildings will be permitted where they:

- a. do not adversely impact on the setting, character or appearance of listed buildings or the appearance of conservation areas, local heritage assets, open spaces, trees or important wildlife features;
- b. reflect, or successfully contrast with, the existing building form, use of materials and architectural detailing while ensuring that proposals are sympathetic to the existing building and surrounding area;
- c. ensure that proposals for doors and windows, including dormer windows, are of a size and design that respects the character and proportions of the original building and surrounding context;
- d. create altered or new roof profiles that are sympathetic to the existing building and surrounding area and are in keeping with the requirements of Appendix E (Roof extensions design guide);
- e. do not unacceptably overlook, overshadow or visually dominate neighbouring properties;
- f. respect the space between buildings where this contributes to the character of an area; and
- g. retain sufficient amenity space, bin storage, vehicle access and cycle and car parking.

A.7 **Policy 59: Designing landscape and the public realm**

External spaces, landscape, public realm, and boundary treatments must be designed as an integral part of new development proposals and coordinated with adjacent sites and phases. High quality development will be supported where it is demonstrated that:

- a. the design relates to the character and intended function of the spaces and surrounding buildings;
- b. existing features including trees, natural habitats, boundary treatments and historic street furniture and/or surfaces that positively contribute to the quality and character of an area are retained and protected;
- c. microclimate is factored into design proposals and that public spaces receive adequate sunlight;
- d. materials are of a high quality and respond to the context to help create local distinctiveness;
- e. an integrated approach is taken to surface water management as part of the overall design;
- f. a coordinated approach is taken to the design and siting of street furniture, boundary treatments, lighting, signage and public art;

- g. trees and other planting is incorporated, appropriate to both the scale of buildings and the space available;
- h. species are selected to enhance biodiversity through the use of native planting and/or species capable of adapting to our changing climate; and
- i. the design considers the needs of all users and adopts the principles of inclusive design.

A.8 **Policy 61: Conservation and enhancement of Cambridge's historic environment**

To ensure the conservation and enhancement of Cambridge's historic environment, proposals should:

- a. preserve or enhance the significance of the heritage assets of the city, their setting and the wider townscape, including views into, within and out of conservation areas;
- b. retain buildings and spaces, the loss of which would cause harm to the character or appearance of the conservation area;
- c. be of an appropriate scale, form, height, massing, alignment and detailed design which will contribute to local distinctiveness, complement the built form and scale of heritage assets and respect the character, appearance and setting of the locality;
- d. demonstrate a clear understanding of the significance of the asset and of the wider context in which the heritage asset sits, alongside assessment of the potential impact of the development on the heritage asset and its context; and
- e. provide clear justification for any works that would lead to harm or substantial harm to a heritage asset yet be of substantial public benefit, through detailed analysis of the asset and the proposal.

A.9 **Policy 63: Works to a heritage asset to address climate change**

Proposals to enhance the environmental performance of heritage assets will be supported where a sensitive and hierarchical approach to design and specification ensures that the significance of the asset is not compromised by inappropriate interventions.

Any works should be undertaken based on a thorough understanding of the building's historic evolution and construction (where these matters relate to the heritage significance of the asset), architectural and historic significance, and demonstration of the building's environmental performance. Applications should be accompanied by an assessment of the building's current fabric and energy performance. For relevant planning applications, details of post-construction monitoring in the form of a building monitoring and management strategy will be required to be submitted in order to assess the ongoing impact of the implemented measures on the asset's historic fabric. Monitoring requirements will be proportionate to the significance of the asset and the scale and scope of works undertaken. Where monitoring shows that interventions are causing harm to the significance of the asset, appropriate remediation works will be required.

A.10 **Policy 67: Protection of open space**

Development proposals will not be permitted which would harm the character of, or lead to the loss of, open space of environmental and/or recreational importance unless:

- a. the open space can be satisfactorily replaced in terms of quality, quantity and access with an equal or better standard than that which is proposed to be lost; and
- b. the re-provision is located within a short walk (400m) of the original site.

In the case of school, college and university grounds, development may be permitted where it meets a demonstrable educational need and does not adversely affect playing fields or other formal sports provision on the site. Where replacement open space is to be provided in an alternative location, the replacement site/facility must be fully available for use before the area of open space to be lost can be redeveloped.

A.11 **Policy 73: Community, sports and leisure facilities**

New facilities New or enhanced community, sports or leisure facilities will be permitted if:

- a. the range, quality and accessibility of facilities are improved;
- b. there is a local need for the facilities; and
- c. the facility is in close proximity to the people it serves.
- d. New city-wide or sub-regional community, sports or leisure facilities should also:
- e. be permitted if they are provided in sustainable locations;
- f. comply with the National Planning Policy Framework's sequential approach;
- g. demonstrate the need for the proposal within the catchment area it is expected to serve;
- h. demonstrate that it would not have a negative impact upon the vitality and viability of the city centre, including its evening economy; and
- i. where possible, include in the proposal facilities which are open to the wider community, to enhance both accessibility and the range of facilities available.

Proposals for new and improved sports and leisure facilities will be supported where they improve the range, quality and access to facilities both within Cambridge and, where appropriate, in the sub-region. Proposals should have regard to the Playing Pitch Strategy and Indoor Sports Facility Strategy. This policy is relevant to a wide range of facilities from health clubs that serve parts of the city to leisure and sports provision that serve the city and sub-region, such as a concert hall, community sports stadium and sports complex. In securing a suitable location for city-wide or sub-regional facilities, developers will be expected to demonstrate use of the sequential test in considering sites for development.

A.12 **Policy 77: Development and expansion of visitor accommodation**

Proposals for high quality visitor accommodation will be supported as part of mixed-use schemes at:

- a. Old Press/Mill Lane;
- b. key sites around Parker's Piece;
- c. land around Cambridge Station and the proposed new Station serving North East Cambridge (see Section Three); and
- d. any large windfall sites that come forward in the city centre during the plan period.

Proposals for high quality visitor accommodation will also be supported in other city centre locations, while larger high quality hotels beyond the city centre may come forward in North West Cambridge and at Cambridge Biomedical Campus (including Addenbrooke's Hospital).

New visitor accommodation should be located on the frontages of main roads or in areas of mixed-use or within walking distance of bus route corridors with good public transport accessibility.

A.13 **Policy 82: Parking management**

Planning permission will not be granted for developments that would be contrary to the parking standards set out in Appendix L. This includes:

- a. providing no more than the car parking standards for new residential and non-residential development set out in Appendix L, taking into account the accessibility of the site to public transport and the nature of the use. In the city centre, and on streets with overnight parking stress, on and off street (non-disabled bay) car parking levels should be maintained at current levels for shoppers, residents and workers;
- b. providing at least the cycle parking levels in Appendix L; and

- c. providing at least the disabled and inclusive parking requirements in Appendix L.

Car-free and car-capped development is acceptable in the following circumstances:

- d. where there is good, easily walkable and cyclable access to a district centre or the city centre;
- e. where there is high public transport accessibility; and
- f. where the car-free status of the development can realistically be enforced by planning obligations and/or on-street parking controls.

The Council strongly supports contributions to and provision for car clubs at new developments to help reduce the need for private car parking. Electric vehicle charging points or the infrastructure to ensure their future provision should be provided within a development where reasonable and proportionate.

Developments should also provide adequate provision for servicing and public service vehicles.

On-street parking will be managed in partnership with Cambridgeshire County Council to ensure the safe passage of cyclists and pedestrians, emergency service access and to reduce nuisance to residents from commuter and shopper parking.

A.14 **Appendix L** sets out the following standards:

Table 5: Parking Standards

| Development Type | Car Parking Inside Controlled Parking Zone | Cycle Parking |
|-------------------------------------|--|--|
| Hotels and guesthouses | 1 car parking space for every 10 residents, 1 car parking space for every 2 members of staff | 2 spaces for every 5 members of staff 2 spaces for every 10 bedrooms (minimum 2 spaces) |
| Offices, general industry | 1 car parking space per 100 sq m Gross Floor Area plus disabled car parking | 2 spaces for every 5 members of staff or 1 per 30 sq m Gross Floor Area (whichever is greater) Some visitor parking on merit |
| Financial and Professional Services | | 2 spaces per 5 members of staff and some visitor parking (on merit) |

Source: Appendix L, Cambridge Local Plan

