

# CONTENTS

<b>Introduction</b> .....	<b>3</b>
<b>Planning Policy Background</b> .....	<b>5</b>
<b>Methodology</b> .....	<b>8</b>
<b>Identifying Capacity</b> .....	<b>12</b>
Extent of the Urban Area .....	
Capacity Sources .....	
Assessing Yields .....	21
Discounting Potential .....	26
<b>Findings</b> .....	<b>28</b>
Baseline Data .....	28
Capacity Sources .....	
<b>Discounting Potential, Summary of Findings and Conclusions</b> .....	<b>60</b>
<b>Bibliography</b> .....	<b>65</b>
<b>Appendices</b> .....	<b>67</b>

More detailed site maps are available at Cambridge City Council for inspection or can be purchased as a Technical Appendix.

## LIST OF TABLES

Table 1:	The Relationship between Geographical Local/Accessibility and density.
Table 2:	Gross to Net Ratios from Different Site Sizes.
Table 3:	Site Shape Multiplier.
Table 4:	Discount Rates to be applied to each Capacity Source.
Table 5:	Completions between 1st July 1999 and end March 2002.
Table 6:	Completions in Recent Years from 'Subdivision of Existing Housing'.
Table 7:	Completions in Recent Years from 'Flats over Shops'.
Table 8:	Completions in Recent Years from the 'Previously Developed Vacant and Derelict Land and Buildings' Source.
Table 9:	Completions in Recent Years from the 'Intensification of Existing Areas' Source.
Table 10:	Completions in Recent Years from the 'Redevelopment of Existing Housing Areas' Source.
Table 11:	Car Parks in Cambridge 2000/2001.
Table 12:	Completions in Recent Years from 'Conversion of Commercial Buildings' Source.
Table 13:	Local Plan Housing Allocations.
Table 14:	Completions in Recent Years from 'Existing Housing Allocations' Source.
Table 15:	Other Local Plan Allocations.
Table 16:	Completions in Recent Years from 'Existing Other Allocations' Source.
Table 17:	Completions in Recent Years from 'Vacant Land not Previously Developed' Source.
Table 18:	Completions in Recent Years from 'Playing Fields/Recreation Ground' Source.
Table 19:	Housing Loss (not already considered in other Monitoring Tables).
Table 20:	Unconstrained Dwelling Capacity and Discounted Potential Dwelling Capacity.
Table 21:	Overall Capacity 1st July 1999-2016 taking into account Completions, Planning Permissions (part implemented), other Extant Planning Permissions and Identified Discounted Potential Capacity.

## LIST OF MAPS

Map 1:	Cambridge Urban Area
Map 2:	Environment Agency Indicative Floodplain 2001
Map 3:	Map of Local Bus Routes (Park & Ride Local Stagecoach Routes) & Frequency of Buses Outside Central Areas.
Map 4:	Density Multipliers

## 1.0 INTRODUCTION

- 1.1 Cambridge City Council have undertaken an Urban Capacity Study, as required by Planning Policy Guidance Note 3 and in accordance with the advice given in the Government's guide to best practice, "*Tapping the Potential*". The Capacity Study will be used to help plan for future housing development in Cambridge City and in particular to provide robust baseline data to inform the preparation of the Revised Local Plan.
- 1.2 Section 2 of the report sets out the planning policy background. Section 3 explains the methodology behind the Cambridge Urban Capacity Study. The findings of the study are presented in Section 4 of the report. Finally, Section 5 sets out a summary of the findings and conclusions.
- 1.3 This study has been undertaken by the City Council officers and will be considered by elected members in July 2002.
- 1.4 The Study identifies potential capacity for residential development within the existing urban area of the City of Cambridge. Inclusion of a site within this study indicates that there may be potential for residential development on all or part of the site. It does not indicate that planning permission for residential development on a particular site would necessarily be granted. By its very nature, this study has to look in general terms at the potential of sites for residential development. Not all of the sites identified as having potential will become site proposals in the next Local plan and ultimately the capacity of each site can only be tested through the process of submitting planning applications for consideration on their individual merits.
- 1.5 This is particularly the case with regard to the stated capacity of individual sites. By necessity, capacities have been calculated using a formula. It does not necessarily mean that that number of dwellings would be acceptable on a particular site. Much will depend on specific site constraints and design considerations and consequently in reality the figure for individual sites may be higher or lower than those stated in this study. Similarly the inclusion of a site does not necessarily mean that 100% residential development would be acceptable. Mixed use may be more appropriate in some instances.
- 1.6 Finally inclusion of sites within the Study does not indicate that the current landowner is willing to accept residential development on their land. Such decisions will rest with the landowner as officers do not see a need for the Local Planning Authority to change its policy on compulsory purchase powers to facilitate the assembly of housing development sites. For the most part, in Cambridge, this can successfully be left to market forces.



## 2.0 PLANNING POLICY BACKGROUND

- 2.1 Cambridge City Council undertook an Urban Capacity Study in 1998, entitled '*An Estimate of Urban Capacity*', which was used as evidence in the Public Examination into the Draft Regional Planning Guidance in 1999.
- 2.2 Regional Planning Guidance was published in November 2000. From it sprang the Cambridge Sub-Regional Study, which amongst other things, considered the capacity of Districts to accommodate residential development. This study was used to inform the preparation of the Deposit Draft Structure Plan which was published for public consultation in March 2002.
- 2.3 At the national level, planning for housing has undergone significant change following the publication of Planning Policy Guidance Note 3 - Housing in March 2000. More recently the Government has issued advice on preparing Urban Capacity studies entitled '*Tapping the Potential*'.
- 2.4 This section of the report will briefly consider the contents and implications of each of these publications to set this Urban Capacity Study in its broader planning policy context.

### **Cambridge - An Estimate of Urban Capacity (1998)**

- 2.5 The purpose of this report was to assess the capacity of Cambridge to accommodate future housing development within the existing urban area. At the time it was becoming apparent that urban capacity studies were likely to become a requirement in future planning for housing. Notably, the '*Environment, Transport and Regional Affairs Select Committee - Housing*' (1998) after hearing evidence from a large number of witnesses, recommended that urban capacity studies should be carried out by local authorities which are proposing to develop greenfield sites. In parallel, draft Regional Planning Guidance was being prepared and it was important to establish what level of capacity for future housing could be found in the Cambridge Urban area.
- 2.6 The main finding of the 1998 report was that sufficient capacity (3393 dwellings) exists in Cambridge to continue past trends but that there was '*insufficient capacity in the existing built up area to allow Cambridge to be one of the centres of sustainable urban growth envisaged in draft Regional Planning Guidance without the release of Green Belt land for development*'.
- 2.7 Clearly this report was undertaken prior to the publication of '*Tapping the Potential*' and therefore does not fully comply with current guidance. Nevertheless, it provides a useful starting point for the current exercise.

### **Housing Land Availability in Cambridgeshire (October 1998)**

- 2.8 A Joint Study of *Housing Land Availability in Cambridgeshire* was undertaken by Cambridgeshire County Council, the House Builders federation and District Councils in October 1998. The Study provides an important assessment by the House Builder's Federation of the likelihood of particular housing allocations coming forward for development in the future. The information in the report has been used in this study,

particularly in reviewing the existing housing allocations.

### **Planning Policy Guidance Note 3 - Housing (2000)**

- 2.9 PPG3 paragraph 2 emphasises that local planning authorities should, *'provide sufficient housing land but give priority to re-using previously developed land within urban areas, bringing empty homes back into use and converting existing buildings, in preference to the development of greenfield sites.'*
- 2.10 Paragraph 21 elaborates on this theme and states;
- 'The Government is committed to promoting more sustainable patterns of development, by:*
- Concentrating most additional housing development within urban areas;
  - Making more efficient use of land by maximising the re-use of previously developed land and the conversion and re-use of existing buildings;
  - Assessing the capacity of urban areas to accommodate more housing;
  - Adopting a sequential approach to the allocation of land for housing development;
  - Managing the release of housing land; and
  - Reviewing existing allocation of housing land in plans, and planning permissions when they come up for renewal.'
- 2.11 Paragraph 24 specifically states that, *'... all local planning authorities should undertake urban housing capacity studies.'*
- 2.12 Paragraphs 25 to 28 provide further advice upon conducting capacity studies whilst paragraphs 23 to 34 proceed to explain how to identify areas and sites and to allocate and release land for development.

### **Tapping the Potential - Assessing Urban Housing Capacity: Towards Better Practice (2000)**

- 2.13 A companion guide to PPG3, *'Tapping the Potential'* was published in December 2000 and provides advice on better practice with respect to undertaking urban capacity studies. The guidance is based upon a programme of research with local planning authorities and draws upon examples of good practice.
- 2.14 Section one of *'Tapping the Potential'* emphasises that, 'the guide is not intended to be the 'final word' on this subject, nor indeed does it attempt to prescribe how urban housing capacity studies should be carried out. Rather, it is designed to highlight the issues authorities will encounter in undertaking their capacity work and to act as a checklist of the various options available and decisions which have to be made at any point in the capacity assessment process.'
- 2.15 The guide (page 5) identifies four main stages in the capacity assessment process:
- Listing the capacity sources;
  - Assessing the potential housing yield; and,
  - Discounting the potential to provide an assessment of the capacity that can be realised.

- 2.16 The guide highlights the need for all aspects of the process of assessment to be *'readily understandable, transparent and rigorous.'* (page 7). In addition the guidance encourages local authorities to work in partnership with landowners, housing developers or their representative bodies in an attempt to help reduce disputes about the overall outcome of the capacity process and assumptions used (page 7).

### **Regional Planning Guidance for East Anglia (RPG6) (2000)**

- 2.17 *Regional Planning Guidance for East Anglia to 2016* was published by the Government Office for the East of England in November 2000. The main purpose for this guidance is to set a regional framework for development plans. With respect to housing provision, paragraph 4.16 and 4.17 emphasise the fact that due to its timing the draft RPG was not based upon a detailed understanding of urban capacity. The guidance states that housing provision should *'take account of the capacity of an area, based on the outcome of capacity studies.'* The guidance acknowledges that, *'In Cambridgeshire, demographic and economic factors suggest that a higher figure could be justified but it would be inappropriate to suggest a revised requirement in advance of the capacity study work required for the Cambridge sub-region.'*
- 2.18 Specifically, policy 9 of other Regional Planning Guidance sets out the need to review housing provision. It reads, *'The regional planning body, in association with other regional partners, should keep the housing targets under review and, on basis of monitoring and capacity studies, should bring forward proposals for the review of the strategy. Any adjustments to the housing requirements should be brought forward through the RPG for the East of England.'*

### **Cambridge Sub-Regional Study (2001)**

- 2.19 As part of the preparation of the Deposit Draft Structure Plan, consultants were commissioned to undertake a Cambridge Sub-Region Study. The final report of the Study was published in September 2001. The report investigated, amongst other things, the potential capacity of Cambridge although no new survey work was undertaken within the City. The assessment found that the net additional dwelling capacity of Cambridge City to 2016 was 4,270 dwelling with the use of allotment land and 2570 units without the use of allotment land at assumed densities of 56 - 100 dph. This assessment essentially validates the main finding of the 1998 Capacity Study that there is limited Capacity within Cambridge.

### **Cambridgeshire Structure Plan Review (2001/2002)**

- 2.20 The Cambridgeshire Structure Plan review commenced in 2001 with the publication of an Issues Report. The Deposit Draft Structure Plan has now been published for consultation (March 2002). It states that provision will be made for 6,500 dwellings within the built up area of Cambridge between 1999 and 2016 (Policy 9/2, page 88). One of the key functions of this study is to test the robustness of this capacity assumption in time to inform the Structure Plan examination in Public which is timetabled from October to December 2002.

## **Draft Regional Methodological Framework (EELGC) (2002)**

- 2.21 PPG11 (Regional Planning) requires Regional Planning Bodies to coordinate a programme of urban capacity studies to be prepared by local authorities in the area and to maintain a consistent approach by agreeing standards to be applied. Therefore, the East of England Local Government Conference's Regional Research and Monitoring Group has prepared a *'draft Regional Methodological Framework'* for the area, drawing upon the DTLRs guidance note, *'Tapping the Potential'*. This document was circulated to local authorities for consultation in early 2002. At that time, Cambridge City Council had already commenced their Urban Capacity Study. However, where possible, we have referred to the guidance set out in this draft Methodological Framework.

## **3.0 METHODOLOGY**

- 3.1 This section of the report describes the approach that was taken to identifying capacity for residential development within the City of Cambridge.

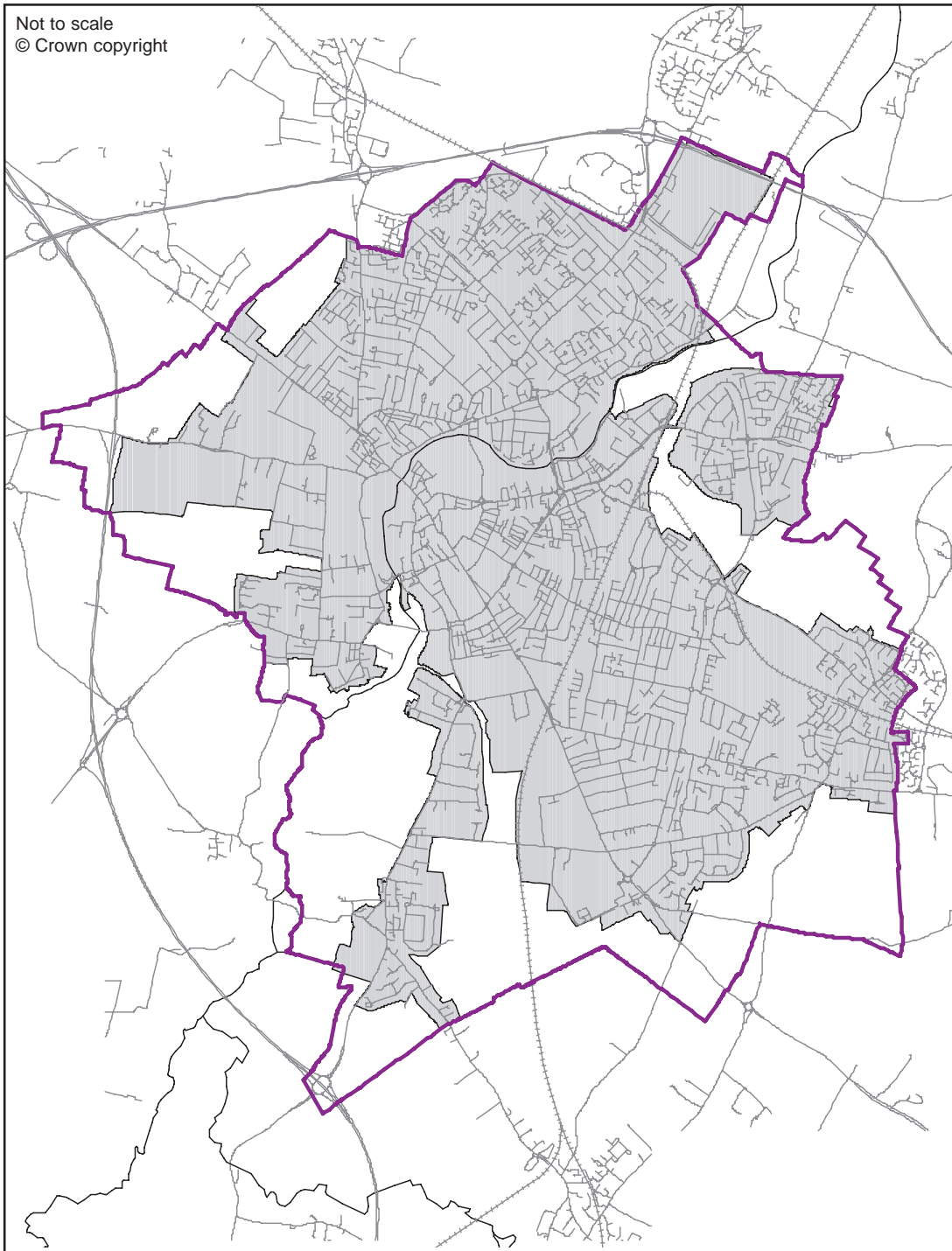
### **Information Sources**

- 3.2 The study has drawn upon a variety of information sources as listed below. These are listed in detail in the Bibliography. However, they include the National Land Use Database, City Council Monitoring Reports, details of planning permissions and responses to the Cambridge Local Plan Issues Report.
- 3.3 The above documents were supplemented by additional information from Council officers.

### **Identification of Urban Area**

- 3.4 The first stage in undertaking the Urban Capacity Study was to define the extent of the urban area and thus the scope of the study area. Cambridge City Council's administrative boundaries are drawn quite tightly around the urban area of the City. However, there are some areas of Green Belt land around the perimeter of the administrative area. For the purposes of this Urban Capacity Study, the area of the City that lies within the inner Green Belt boundary as it existed in 2002 was investigated. This boundary is shown on map 1.

# Map 1: Cambridge Urban Area

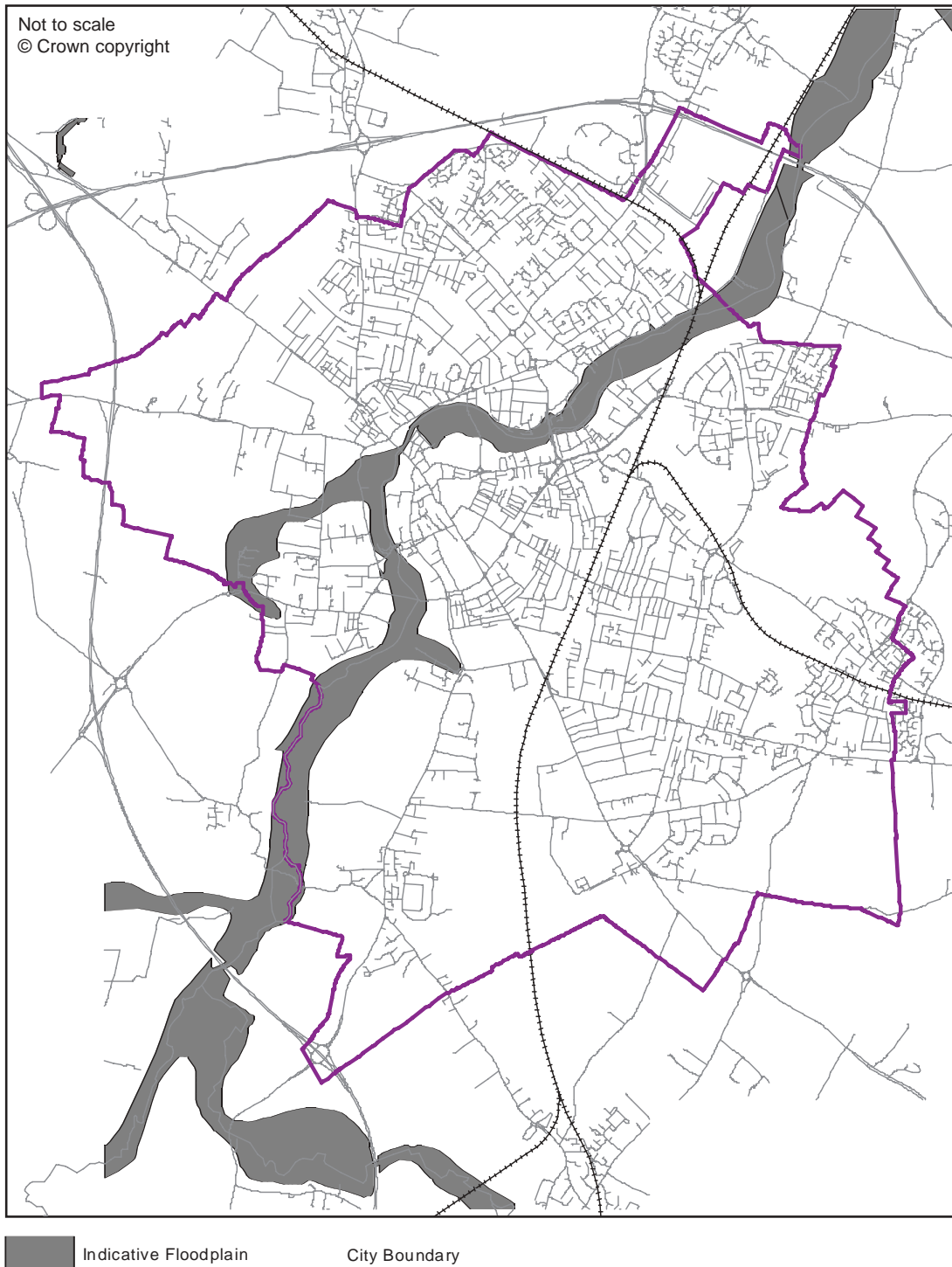


Cambridge Urban Area  
(Based on Inner Green Belt Boundary 2002)

Cambridge City Administrative Boundary

3.5 In the light of recently published planning policy guidance in PPG25, it was considered appropriate to exclude land within the Environment Agency's Indicative Floodplain (2001) from the area of search for potential sites for residential development. The extent of the 2001 Indicative Floodplain is shown on map 2. Any sites, allocations or National Land Use database sites that were found to lie within the floodplain were either completely excluded or their boundaries reconfigured in order to avoid the floodplain.

**Map 2: Environment Agency Indicative Floodplain 2001**



## Identification of Capacity Sources

3.6 *'Tapping the Potential'* identifies a number of potential sources of capacity as listed below:

- Subdivision of existing housing;
- Flats over shops;
- Empty homes;
- Previously developed vacant and derelict land and buildings (non housing);
- Intensification of existing areas;
- Redevelopment of existing housing;
- Redevelopment of car parks;
- Conversion of commercial buildings;
- Review of existing housing allocations in plans;
- Review of other existing allocations in plans; and,
- Vacant land not previously developed (this does not include land used for agriculture, playing fields, parks or allotments).

3.7 In addition, we have identified various other capacity sources that do not fit neatly into the above categories. These are considered below.

- Redevelopment of Existing Other Uses (primarily employment) - there are a number of sites which do not fit into any of categories identified above; for example Petrol Filling stations or premises currently used for employment purposes but whose buildings would not be suitable for conversion.
- Schools and Colleges - these have only been included in the Urban Capacity Study if the school/college has been identified for redundancy within the plan period.
- Allotments - Whilst *'Tapping the Potential'* states that allotments should be excluded as a potential capacity source, the Proposed Regional Methodology and Framework for Urban Capacity Studies for the Eastern Region (2002) produced by the EELGA states that in some instances where allotments are underused and community consultation suggests no demand then this can be looked at as a greenfield source. Therefore allotments have only been included where they have a high vacancy rate and are not considered important for environmental reasons.
- Playing fields/Recreation Grounds - Studies carried out about open space in Cambridge have shown that there is no surplus of playing fields or recreation grounds and that most of them are important for environmental as well as recreational reasons Therefore this source has generally been excluded. This Study does however identify one exception site. The reasons for this are given in Section 4.

3.8 Each of the above sources was considered in turn in this assessment of the urban capacity of Cambridge.

3.9 The following land use categories that have been excluded from the study:

- Agricultural Land -There is no agricultural land within the inner Green Belt boundary of the city.
- Smaller sites which contribute towards the provision of open space in the City - The *'Assessment of Open Spaces in Cambridge'* identified a number of smaller sites that help to meet the Council's standards for informal open

space. The supply of this type of open space in the City was found to just meet the standards, but there was no surplus. Many of these sites are also important for environmental reasons, and would have site-specific problems. PPG17 (Planning for Open Space, Sport and Recreation) reinforces the protection of open space in urban areas unless they are clearly surplus to requirement. It was therefore not considered appropriate to include them in the study.

- Windfalls - In view of the comprehensive nature of this Urban Capacity Study we consider that it would be inappropriate to introduce a further category for windfalls since this would be likely to introduce double counting.

### **Student Accommodation**

- 3.10 Students constitute an important part of the City's total population (approximately 20%). The Urban Capacity Study does not seek to establish the potential capacity of the sites if they are developed for student accommodation, but looks instead at general housing. However, clearly, if additional student accommodation is developed in the City, this will have an impact upon the housing market in general, as some properties currently used for student accommodation may be released for general housing. Therefore, in a city such as Cambridge, it is important to at least acknowledge this indirect source of additional housing capacity. Indeed, a policy may be introduced into the new Local Plan requiring student accommodation in general housing areas to be returned to general housing use in certain circumstances.
- 3.11 With regard to Cambridge University, in 1998/99 the majority of undergraduates (92.5%) and postgraduates (59.3%) were housed in College hostels. Indeed, the proportion of undergraduates relying on private sector accommodation has declined from 10.6% to 6.9% between 1990/91 and 1998/9. The City Council would expect the University to provide for its growing accommodation needs on its own land so minimal impact upon urban capacity for general housing is anticipated. There may be scope for the return of housing currently used to house students to general housing as West Cambridge develops and depending on the outcome of its proposals on North West Cambridge as part of an urban expansion into the Green Belt. This would potentially be an indirect source of additional housing capacity but this cannot be estimated at this stage.
- 3.12 Regarding Anglia Polytechnic University, the university is clearly growing and yet it does not have any significant or available land holdings to develop its own housing. In 1999 only 10.7% of full time APU students were housed in university hostels. The next Local Plan may seek to enable its provision of student housing through its policies and site-specific proposals. If this occurs, it would reduce the open market housing capacity of affected sites. There may be scope to minimise this through requiring the return of open market housing currently used for student housing to the general market.

### **Methodology for Surveying Each Capacity Source**

- 3.13 A survey methodology has been developed to identify the potential capacity for residential development within the City. Each of the capacity sources identified in '*Tapping the Potential*' was investigated. A variety of methods were used to identify

the potential capacity from each particular source. The first section summarises the general methodology for site/capacity identification, whilst the second section describes the specific methodology for each capacity source.

### **General Methodology for Site/Capacity Identification**

- 3.14 The general Urban Capacity methodology falls into two main categories; desk based research and analysis and what is referred to as the 2002 Urban Capacity Site Survey. Each of these is described in detail below.

#### **a) Desk Based Research and Analysis**

- 3.15 Some of the research work for the Urban Capacity Study was desk based; analysing past development trends and looking at maps and aerial photographs of the city. From the City Council's Environment and Planning department's monitoring database, which provides ongoing monitoring of planning permissions and completions, it was possible to identify the total number of extant planning permissions. In addition, it was possible to identify the total number of completions between 1st July 1999 (the start date of this study) to the present day. Finally, an analysis was made of past completions. A print out of residential completions for each of the past four years was prepared and each of the completions was coded according to source. These were then summarised to provide an assessment of the net gain in dwellings from each capacity source and an average dwellings per annum was then calculated.
- 3.16 The National Land Use Database provided another useful source of information regarding potential sites for housing. In order to ensure consistency, any sites from within the Green Belt that were included on the National Land Use Database were excluded from this study. Second, in order to avoid double counting, any sites with permission, sites that were allocated for housing or other uses in the Local Plan, any car parks and any sites that had already been identified as part of the 2002 Urban Capacity Site Survey were excluded.
- 3.17 As part of the Local Plan Review, Cambridge City council published a Local Plan Issues Report in June 2001. The responses included a number of suggestions of sites suitable for residential development. These were reviewed and those sites appropriate to the scope of this Urban Capacity Study and considered as offering potential for residential developed were included in the urban capacity sites database.
- 3.18 A series of meetings were held within the Council and a briefing paper was circulated to officers from development control, environmental health, property, housing, building control and planning policy, asking staff to complete a form identifying any potential sites that they were aware of. The Planning Policy team then reviewed any suggested sites to ascertain the potential for residential development.

#### **b) 2002 Urban Capacity Site Survey**

- 3.19 It was considered essential to re-survey the City to seek new development opportunities. Therefore, a series of site visits were undertaken in early 2002, throughout the urban area, to identify possible sites with potential for residential

development. Each road in the City was visited and a pro-forma was completed for each site identified. Where possible a photograph was also taken of the site. A meeting was held with the two Principal Development Control Officers in the City, together with the Planning Policy Manager to review these sites and confirm whether they had potential for residential development. Any sites with extant planning permission or that were already allocated for housing or other uses in the current adopted Cambridge Local Plan (1996) were excluded to avoid double counting as these will be considered elsewhere in the urban capacity study. The remaining sites were then included in the assessment and entered into the urban capacity sites database.

### **Specific Methodology for Identifying Sites/Capacity Within Each Particular Capacity Source.**

- 3.20 Having established the principal methodologies employed in identifying sites, we summarise below the main methods used in assessing the potential of each capacity source in turn.

#### **i) Potential Capacity Source: Subdivision of Existing Housing**

- 3.21 This source includes the subdivision of existing housing into two or more units. In seeking to identify the potential capacity for residential development from the 'subdivision of housing', it was considered most appropriate to analyse past trends. As part of the urban capacity study, research has been undertaken of past completions to identify the capacity sources of additional dwellings in the City in recent years. An annual rate of the net gain in the dwelling stock from this particular capacity source was calculated and trend projected forward to provide an assessment of potential capacity. These figures were then discounted to provide a realistic assessment of the number of dwellings likely to come forward from this capacity source.

#### **ii) Potential Capacity Source: Flats Over Shops**

- 3.22 This source includes floor-space associated with ground floor retail uses that is not already in residential use; this is normally either vacant or used for storage uses. Changes of use of ground floor retail to residential are included within the conversion of commercial buildings source. Existing flats above shops that are vacant fall within the Empty Homes source. Likewise, previously developed vacant and derelict shops are included in the previously developed vacant land and derelict buildings source.
- 3.23 In seeking to identify the potential capacity for residential development from 'flats over shops' it was considered most appropriate to analyse past trends of completions from this capacity source to identify an annual rate of the net gain in the dwelling stock from this particular capacity source. This trend analysis was then combined with an analysis of the City Council's recent shopping centre surveys.

### **iii) Potential Capacity Source: Empty Homes**

- 3.24 *'Tapping the Potential'* states that 'Empty Homes' can be a significant source of capacity. Vacancy rates vary around the country and inevitably some vacancies are necessary to allow the normal operation of the housing market (for example when houses are empty pending re-sale or re-let). The potential from this source is greatest where the vacancy rate is significantly above the national average. In Cambridge, the vacancy rate is relatively low and therefore the potential from this source is limited.
- 3.25 The EELGA proposed regional methodology and framework for urban capacity studies advises that empty homes should be monitored as part of the Urban Capacity Study. However, it points out that this should not be included as part of the potential supply to avoid the risk of double counting. This is due to the fact that vacancy allowances area already incorporated within Regional Planning Guidance and Development Plans.
- 3.26 In seeking to monitor empty properties in Cambridge, the Study looked at a number of sources of information. The City Council is in the process of producing an Empty Property strategy, the findings of which were used to inform this aspect of the study. Second, a review of Best Value Performance Indicators which identifies the number of properties that have been vacant for over 6 months was undertaken. In addition, we have been able to establish the total number of empty properties within the City from Council Tax returns.

### **iv) Potential Capacity Source: Previously Developed Vacant and Derelict Land and Buildings (Non-Housing)**

- 3.27 This source essentially includes former industrial land, derelict buildings and vacant lots. In order to avoid double counting, those employment sites identified with some residential potential but still currently in employment use are considered separately under the source, 'redevelopment of existing other uses'. In addition, derelict housing is not included within this source.
- 3.28 An analysis of past trends of completions was also undertaken. However, this is primarily useful for analysing what has happened in the past. At the time of survey only a handful of small sites were vacant in Cambridge which explains why the future capacity from this source is so low. However the past dwelling completions data from this source should be read together with the 'redevelopment of existing other uses' category source which looks at the possible future capacity of the type of sites which in the past have produced such significant gain in dwelling numbers. At the moment it so happens that such sites are not lying vacant awaiting redevelopment but this does not mean that such changes of use will not continue to occur.
- 3.29 In seeking to identify the potential capacity for residential development from the 'previously developed vacant land and derelict buildings' source, it was considered most appropriate use a combination of the 2002 Urban Capacity Site Survey and an analysis of the National Land Use Database together with an analysis of past trends of completions.
- 3.30 Drawing upon the National Land Use Database, a list of 'previously developed vacant and derelict land and buildings' was prepared. Those sites that already had planning

permission, were existing local plan allocations or that had been identified as part of the 2002 Urban Capacity Site Survey were excluded to avoid double counting.

- 3.31 Also, in order to avoid double counting, the 'previously developed vacant and derelict land and buildings' source does not include sources arising from 'intensification' or 'redevelopment of existing housing'.

#### **v) Potential Capacity Source: Intensification of Existing Areas**

- 3.32 This source essentially involves making more efficient use of land in a given area. This may include developing garage courts, large gardens and backlands. The potential from 'intensification' becomes more important relatively in areas where capacity from other sources is limited, such as the Cambridge scenario.
- 3.33 In seeking to identify the potential capacity for residential development from the 'intensification of existing areas', it was considered most appropriate to use a combination of an analysis of past trends coupled with using the National Land Use Database and surveying the urban area to identify additional opportunities.
- 3.34 Every effort was made to ensure that there was no double counting within the 'redevelopment of existing housing' source, the 'redevelopment of car parks' source and the 'previously developed vacant and derelict land and buildings' source.
- 3.35 It was not generally considered appropriate to identify specific gardens as a source since there was no access to survey and also a low probability of the sites coming forward and a high level of constraints are likely to apply. However, some very large gardens have been included, especially where these had already been identified through the National Land Use Database.

#### **vi) Potential Capacity Source: Redevelopment of Existing Housing Areas**

- 3.36 The 'redevelopment of existing housing' source primarily relates to the redevelopment of blocks of housing or residential estates where higher densities may be achieved through remodelling the form and design of housing. This might relate to groups of occupied (e.g. sub standard housing), vacant and or derelict housing. However, it is important that there is no double counting with the 'empty homes' or 'previously developed vacant and derelict land and buildings' sources. Empty homes were therefore excluded from this source. Furthermore, this source should not be included within the 'previously developed vacant and derelict land and buildings' source.
- 3.37 An analysis of past trends over previous years was undertaken to identify an annual rate of the net gain in the dwelling stock from this particular capacity source. In addition, as part of the 2002 Urban Capacity Site Survey, a number of sites were identified from within this particular capacity source.

### **vii) Potential Capacity Source: Redevelopment of Car Parks**

- 3.38 *'Tapping the Potential'* identifies the opportunity for new residential development on former car parks. Whilst surface car parks offer the greatest potential, in terms of currently representing an relatively inefficient use of land, multi-storey car parks have also been considered for the sake of completeness.
- 3.39 A list of all Council operated car parks was drawn up. In addition, the Council has been undertaking a Best Value Review of Car Parks; the findings of which were used to inform this study. This was combined with the results of the 2002 Urban Capacity Site Survey and an analysis of past completion rates from this capacity source. Garage blocks however were not included in this source but were included in the 'intensification of existing area' source to avoid double counting.
- 3.40 Clearly there are a number of private non-residential car parks within the City. These are generally associated with other existing uses eg. offices and it is considered unlikely that the car parks of these other uses would come forward for re-development without the other existing uses. Therefore, such sites are effectively covered within the 'redevelopment of existing other uses' source and not in the 'redevelopment of car parks' source to avoid double counting. There is one large private non-residential car park in Cambridge. However, this land is already allocated for housing in the current Cambridge Local Plan and so has been included in the category 'existing housing allocations' to avoid double counting.

### **viii) Potential Capacity Source: Conversion of Commercial Buildings**

- 3.41 This source includes purely change of use/conversion of office use to residential use. It was important to ensure that there was no double counting with the 'flats over shops', 'previously developed vacant land and derelict buildings' or 'redevelopment of existing other uses' sources.
- 3.42 In seeking to identify the potential capacity for residential development from the 'conversion of commercial buildings', it was considered most appropriate to use a combination of the 2002 Urban Capacity Site Survey and an analysis of the National Land Use Database together with an analysis of past trends of completions.

### **ix) Potential Capacity Source: Review of Existing Housing Allocations in the Local Plan**

- 3.43 A list of housing allocations from the 1996 adopted Local Plan was prepared and the status of each of these allocations was noted in a table, based upon information gathered in the course of our continuing monitoring of the Local Plan, planning permissions and the implementation thereof. The remaining sites that have not yet been brought forward for development were then reviewed in order to establish their likely capacity (in the light of current planning guidance) together with the likelihood of these sites coming forward for development in the future. Reference was made to the *'Housing Land Availability in Cambridgeshire'* report (1998) which was a joint study by the County Council, House Builders Federation and District Councils. In particular reference was made to the comments from the HBF regarding the likelihood of existing housing allocations being brought forward for development.

- 3.44 Importantly, in order to avoid double counting, any sites that were previously developed and that are housing allocations were included in the 'housing allocations' source, not the 'previously developed land' source in order to avoid double counting.

**x) Potential Capacity Source: Review of other Existing Allocations in the Local Plan**

- 3.45 As with housing allocations, a list of all other allocations from the 1996 adopted Local Plan was prepared and the status of each of these allocations was noted in a table, again based upon information gathered in the course of our continuing monitoring of the Local Plan, planning permissions and the implementation thereof. An assessment was then made of their suitability to accommodate residential development together with an assessment of the likelihood of such sites actually being brought forward for residential development.
- 3.46 Importantly, in order to avoid double counting, any sites that were previously developed and that are existing other allocations in the Cambridge Local Plan 1996 were included in this source, not the 'previously developed land' source.

**xi) Potential Capacity Source: Vacant Land not Previously Developed**

- 3.47 This is land shown on Ordnance Survey maps as 'white' area without annotation. Often it has been assumed that this is land in built up areas that is used for agricultural, playing fields, parks or allotments but this is not the case.
- 3.48 In order to identify the potential capacity for residential development from this particular source, it was considered most appropriate to use a combination of the 2002 Urban Capacity Site Survey, an analysis of the National Land Use Database and an analysis of past trends of completions.

**xii) Potential Capacity Source: Redevelopment of Existing Other Uses (Primarily Employment)**

- 3.49 This includes sites which do not fit into any of the sources identified above; for example Petrol Filling stations and premises currently used for employment purposes but whose buildings would not be suitable for conversion.
- 3.50 In seeking to identify the potential capacity for residential development from the 'redevelopment of existing other uses (primarily employment)' source, it was considered most appropriate to use a combination of the 2002 Urban Capacity Site Survey and an analysis of the National Land Use Database.

**xiii) Potential Capacity Source: Schools and Colleges**

- 3.51 With regard to 'schools and colleges', sites have only been included in the Urban Capacity Study if the school/college has been identified for redundancy within the plan period. In seeking to identify sites, Cambridge City Council liaised with Cambridgeshire

County Council as the Local Education Authority. In addition, information was taken from the responses to the Cambridge Local Plan Issues Report.

#### **xiv) Potential Capacity Source: Allotments**

- 3.52 As stated above, allotments were only considered if they have a high vacancy rate and were not considered important for environmental reasons. In seeking to identify sites from this capacity source, information was drawn from the '*Review of Allotments*' that was carried out by Cambridge City Council in 1997/98 together with more recent information on vacancy rates.

#### **xv) Potential Capacity Source: Playing Fields and Recreation Grounds**

- 3.53 In seeking to identify potential capacity, it was considered most appropriate to use the recent City Council studies, '*The Assessment of Open Spaces in Cambridge*' and '*The Protection of Open Space in Cambridge*'. The former study assesses the current demand for and supply of playing pitches and recreation grounds and the latter considers whether sites are important for environmental and/or recreational reasons. In addition, information was gathered from officers regarding potential sites.

An analysis of past trends of completions from this particular capacity source was also undertaken, the results of which are given in section 4 of this report. However, it was considered that it would be inappropriate to rely on projecting the trend forward for this particular capacity source.

#### **Focussing Site Survey Effort**

- 3.54 In view of the limited resources available to complete this urban capacity study, it was considered appropriate to focus the survey effort upon high accessibility locations, that is those within easy walking distance of the town and local centres as well as transport interchanges. The development of housing in such locations would serve to reinforce these centres whilst it is likely that they would lead to less additional traffic than would otherwise be the case. Finally, it would be possible to build at higher densities with reduced parking in such locations (see '*Tapping the Potential*', page 20).

#### **Pedsheds**

- 3.55 Catchment areas centred upon the historic centre, the Grafton Centre, the railway station and the Drummer Street bus station were identified. The area was approximately 10 minutes walking distance in each direction, not simply as the crow flies but adjusted to take account of barriers such as railway lines or busy main roads. Attention was focussed in these particular areas where it was considered that maximum capacity could be sought.

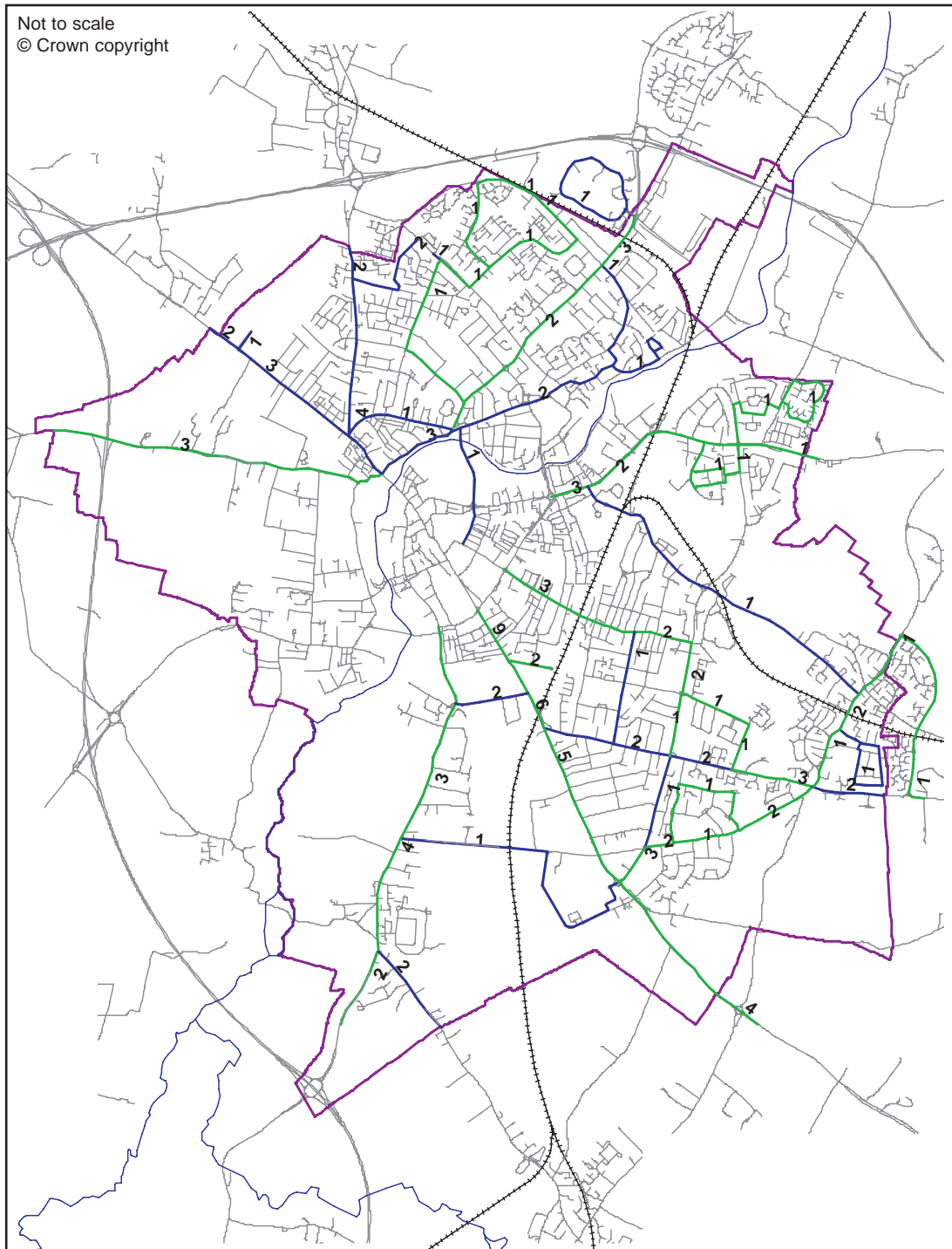
## Assessing Yield

- 3.56 Assessing the potential yield from the various sources of capacity is notoriously difficult. In identifying potential sources of capacity, it is important to explore the potential to develop these opportunities more efficiently, applying the expectations on densities, parking standards and layouts set out in PPG3 (*'Tapping the Potential'*, DTLR).
- 3.57 In view of the limited time and resources available, this urban capacity study has utilised density multipliers according to **geographical location and accessibility** and the **size** and **shape** of individual sites. By necessity, capacities have been calculated using a formula. It does not necessarily mean that a set number of dwellings would be acceptable on a particular site. Much will depend on specific site constraints and design considerations and consequently, upon their development, the figure for individual sites may be significantly higher or lower than those stated in this study. Similarly the inclusion of a site does not necessarily mean that 100% residential development would be acceptable. Mixed use may be more appropriate in some instances.
- 3.58 The rationale for the multipliers is set out below.

### a) Geographical Location and Accessibility

- 3.59 The first consideration for each site is its **geographical location and accessibility**. PPG3 provides some guidance upon making best use of land. Paragraph 58 states that local planning authorities should seek greater intensity of development at places with good public transport accessibility such as city, town district and local centres or around major nodes along good quality public transport routes. Paragraph 47 emphasises the potential to exploit opportunities to locate larger housing developments around major nodes along good quality public transport corridors (both existing and those with firm proposals for improvement in Local Transport Plans). Paragraphs 49-51 of PPG3 emphasise the potential to promote additional housing in town centres and confirms that local authorities should allow housing developments with limited or no off-street car parking in areas with good public transport accessibility and where effective on-street parking control is present or can be secured.
- 3.60 Therefore, separate density bands have been identified on the basis of geographical location.
- 3.61 First, the main centres (Historic Centre, Grafton Centre) together with the larger Local Centres (Mill Road, Cherry Hinton High Street and Mitcham's Corner) and main existing and proposed transport interchanges (bus station, rail station, Addenbrooke's Hospital new bus interchange and the proposed station at Chesterton Sidings) were plotted on Map 3. Isochrones of approximately 10 minutes walking time were drawn around these nodes. Then, the main bus routes were plotted on a map, together with a calculation of the number of bus routes along each section of the roads. Those services with a 10 minute frequency were also plotted. These various maps were superimposed to identify the most accessible locations throughout the City.

**Map 3: Map of Local Bus Routes (Park & Ride Local Stagecoach Routes) & Frequency of Buses Outside Central Areas**

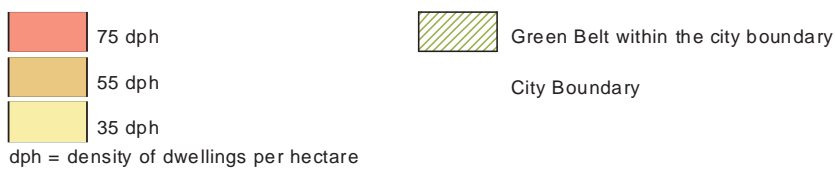
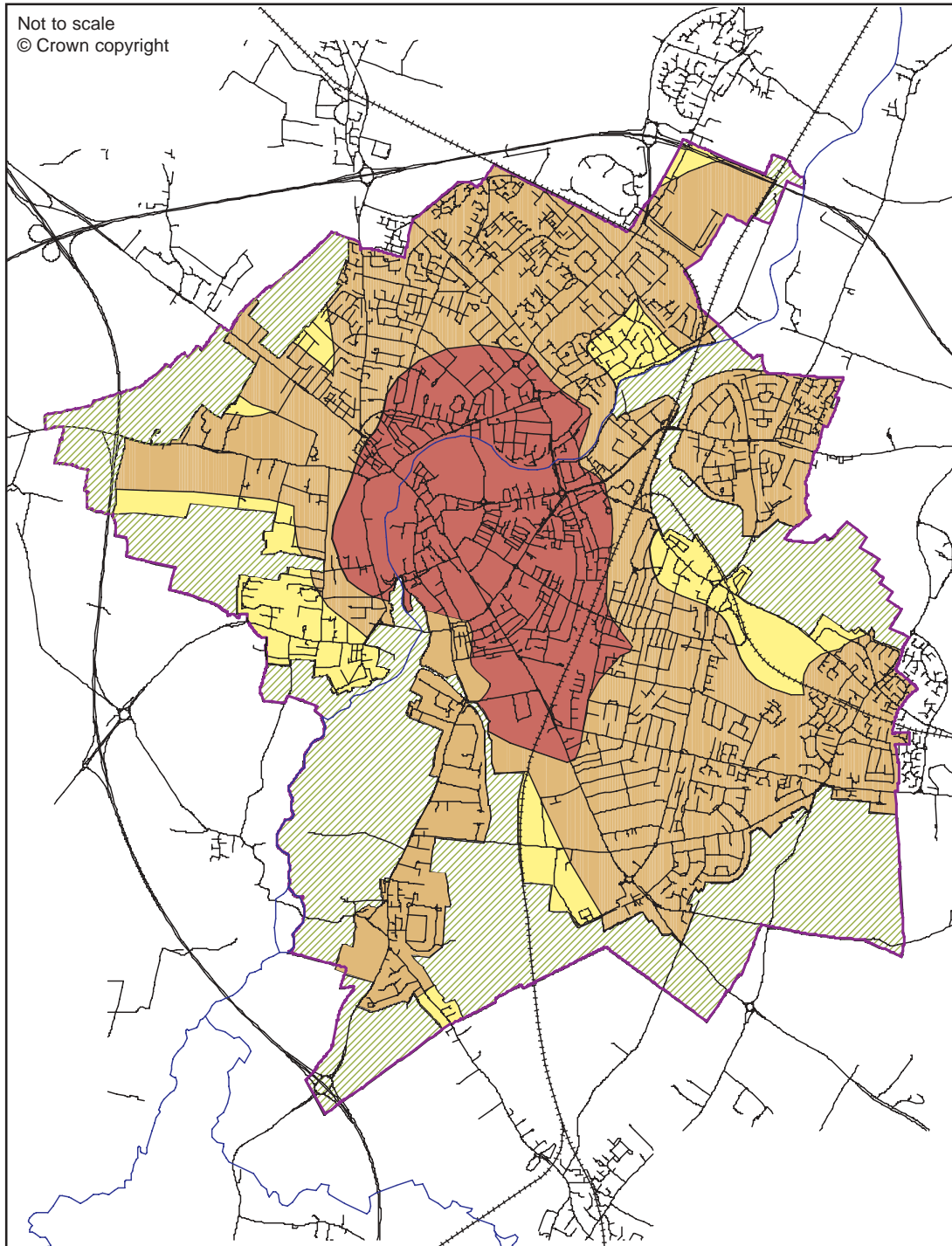


 Lower Frequency (less than every 10 minutes)
  Higher Frequency (at least every 10 minutes)

No. = Number of bus routes

3.62 3 bands have been identified on this geographical basis and are shown on Map 4 with band 1 being the most accessible locations and band 3 being the least accessible. However, it should be caveated that all of Cambridge is considered to be accessible due to its compact urban form and its existing public transport routes. The 3 bands merely represent a continuum within what is, in terms of the County as a whole, a highly accessible location.

**Map 4: Density Multipliers**



3.63 The bands are as follows:

**Table 1: The Relationship between Geographical Local/ Accessibility and Density**

<b>Geographical band</b>	<b>Dwellings Per Hectare (gross)</b>
1 (Most accessible locations)	75 (70+ dwellings per hectare)
2	55 (50 - 70 dwellings per hectare)
3 (Least accessible locations)	35 (30 - 50 dwellings per hectare)

The indicated dwellings per hectare figure has been identified for the purposes of calculating site capacities in this study. The figures are for indicative purposes only and do not necessarily reflect what can be achieved on individual sites. Development would actually vary from this figure within the indicated range although we would expect most to be around the indicated figures on the basis of recent trends.

3.64 Where a site straddles the boundary between density bands, the density band is taken to be that which covers the majority of the site.

#### **b) Size**

3.65 However, there is a need for caution in applying density multipliers to all sites regardless of size. Research undertaken by URBED through the Sustainable Urban Neighbourhood Initiative has demonstrated that gross densities could be as little as 45% of net densities across an area which included neighbourhood facilities such as schools and parks (*'Tapping the Potential'*). In accordance with the guidance given in *'Tapping the Potential'*, for the purposes of this study we chose to take account of different sizes of site by grouping sites into broad size bands with corresponding gross to net density ratios. The ratios are based on the assumption that smaller sites will typically make use of existing facilities and roads and therefore there will be less requirement for such land uses within the site itself. Conversely, on larger sites, the density multiplier must take account of the fact that as demand for other land uses becomes greater (eg. public open space, roads, and other facilities within the site), so the proportion of the site available for residential development decreases and correspondingly the gross to net ratio also decreases.

3.66 We have chosen to employ the gross to net ratios for different site sizes that were developed by URBED. These are shown in the table below. As the figures developed by URBED provide a range of gross to net ratios, we have taken the median figure and converted this into a proportion in order that the original capacity, based on geographical location can then be multiplied by a multiplier based on site area gross to net ratios (shown in the last column).

**Table 2: Gross to Net Ratios for Different Site Sizes**

Site Size	Gross to net ratio	Multiplier
Up to 0.4 hectares	100%	1
0.4 hectares up to and including 2 hectares	75-90%	0.825
Over 2 hectares	50-75%	0.625

### c) Shape

- 3.67 Finally, it was considered important to take into account the constraint imposed by a long narrow site in terms of potential capacity. Therefore, the capacity of those sites that were identified as being long and narrow was discounted by 25%.

**Table 3: Site Shape Multiplier**

Shape of Site	Discount	Site Shape Multiplier
Long narrow site	25%	0.75
Other sites	0%	1

### Calculation

- 3.68 To this end, a formula was developed that would take both the geographic location/accessibility, and the size and shape of the site into account. This formula was then applied to the sites to assess their potential capacity. The formula applied is shown below, together with a worked example for a hypothetical site. The capacity figures have been rounded up or down to the nearest whole integer.

### Formula

- 3.69 Potential capacity = site area x density multiplier based on geographical location x gross to net ratio based on site size x site shape multiplier.

### Example for a Hypothetical Site.

- 3.70 Assuming the site is located close to the rail station and is 0.9 hectares in size but quite narrow, the formula would be applied as follows:

- 3.71 Potential capacity = site area (0.9ha) x density multiplier based on geographical location (75) x gross to net ratio based on site size (0.825) x site shape multiplier (0.75).

- 3.72 Potential capacity = 0.9 x 75 x 0.825 x 0.75 = 42 dwellings.

## Discounting the Potential

3.73 Having established the total potential capacity for each capacity source, it was then necessary to apply appropriate discounting to reflect the likely proportion of dwellings to come forward from each particular source and thus an assessment of the capacity that can be realised. This was only applied once a total unconstrained capacity had been calculated for each source, rather than on a site-by-site basis. 'Tapping the Potential' suggests the use of 'discount rates' to move from unconstrained capacity (ie the theoretical total number of dwellings that it could accommodate if all potential capacity was developed optimally) to an assessment of realisable capacity. For the avoidance of doubt, the discount rates in this report are expressed as the percentage of the capacity likely to come forward for development to 2016. Therefore, if the capacity is 100 dwellings and the discount rate is 25 %, this indicates that 25 dwellings are likely to come forward for development. This is in accordance with the guidance set out in 'Tapping the Potential' in order to ensure consistency of approach. The guidance also states the discount 'rates for each of the capacity sources should be established by authorities based on professional judgements and knowledge of their area informed by consultation with those active in the market' (page 33). The discount figures were applied as follows:

**Table 4: Discount Rates to be applied to each Capacity Source**

Capacity Source	Discount Rates
a) Subdivision of existing housing	100%
b) Flats over shops	100%
c) Empty Homes	0%
d) Previously developed vacant and derelict land and buildings (non-housing)	75%
e) Intensification of existing areas	85%
f) Redevelopment of existing housing areas	55%
g) Redevelopment of car parks	10%
h) Conversion of commercial buildings	85%
i) Review of existing housing allocations in the Local Plan	80%
j) Review of other existing allocations in the Local Plan	10%
k) Vacant land not previously developed	75%
l) Redevelopment of Existing Other Uses	50%
m) Allotments	20%
n) Schools and Colleges	25%
o) Playing Fields/Recreation Grounds	35%

3.74 The rationale for each of the discount rates is set out below. Some of the figures are based on the advice set out on page 33 of *'Tapping the Potential'*. However, where there are particular points that are pertinent to the Cambridge situation, a different discount rate has been chosen.

a) 'Subdivision of existing housing': the potential capacity has been based on an analysis of past trends. There is no reason to suggest that past rates will not continue as no change in local planning policy relating to this matter is proposed at the present time. Therefore a discount rate of 100% is proposed.

b) 'Flats over shops': the potential capacity has been based on an analysis of past trends. There is no reason to suggest that past rates will not continue as no change in local planning policy relating to this matter is proposed at the present time. Therefore a discount rate of 100% is proposed.

c) 'Empty homes': Although the empty homes source has been investigated, due to the very low vacancy rates in the City of Cambridge together with the advice from the EELGA not to include figures from Empty Homes in the overall calculation as allowances have already been built into the Regional Planning Guidance and Structure Plan figures, a discount rate of 0% is proposed.

d) 'Previously developed vacant land and derelict buildings (non-housing)': A discount rate of 75% is proposed. We have taken an average of the rates quoted in *'Tapping the Potential'* for the discount rate.

e) 'Intensification of existing areas': We have taken the upper rate quoted in *'Tapping the Potential'* (85%) based upon the high demand for land for housing in Cambridge. However, we acknowledge that there are sometimes land assembly issues relating to this source.

f) 'Redevelopment of existing housing areas': A discount rate of 55% is proposed. This is lower than the rates quoted in *'Tapping the Potential'* and reflects the fact that such housing is often in private multiple ownership and is in use, in addition to the fact that there will inevitably be some loss of existing housing from such sites and so the net gain will be reduced.

g) 'Redevelopment of car parks': The potential capacity includes the majority of the Council's off street car parks together with a couple of other small car parks. It is very unlikely that many of these will come forward for development as the majority of sites will still be required for the Council's parking policy and therefore a low discount figure of 10% is proposed.

h) 'Conversion of commercial buildings': the potential capacity has been based on an analysis of past trends. We have taken the upper rate quoted in *'Tapping the Potential'* (85%), based upon the high demand for land for housing in Cambridge.

i) 'Review of existing housing allocations in the Local Plan': The current Local Plan was adopted in 1996 and therefore the sites allocated in the Local plan that have still to come forward for development have been allocated for a number of years. Therefore, it was considered that there may be problems in bringing some of these sites forward for development and thus a slightly lower figure than the lowest percentage quoted in *'Tapping the Potential'* is considered more appropriate (80%).

j) 'Review of other existing allocations in the Local Plan': A discount rate of 10% is proposed due to the fact that many of the other allocations in the Local plan are for higher and further education development or hospital related development. Whilst this might include some key worker housing or student accommodation, they are unlikely to yield a very high percentage of housing. Indeed, in many cases this residential development on all of the sites may not be appropriate and other uses will still be needed.

k) 'Vacant land not previously developed': Based on the fact that very little land within this category was identified and that which was identified has had planning permission for residential development in the past, a relatively high discount rate of 75% is proposed.

l) 'Redevelopment of existing other uses': In the past, such land uses have provided a significant source of land for residential development (see past trends for previously developed vacant and derelict land and buildings). However, as these sites have existing occupiers and are in productive use, a low discount rate of 50% is proposed.

m) 'Allotments': In view of the fact that even where allotments have high vacancy rates, there would need to be community consultation, together with a formal de-allotmenting process and finally it may be considered that such spaces are not actually suitable for residential use or are more suitable for open spaces, discount rate of 20% is proposed.

n) 'Schools and colleges': The current Local Plan policy context restricts residential development (the Local Plan policy CS8 is to seek other educational uses or community needs in preference to residential development), and so the discount rate is accordingly very low (10%), to reflect the fact that little is likely to be acceptable for residential development.

o) 'Playing fields/recreation grounds': Any development of such sites would be subject to policy NE6 in the Local Plan and also to the high level of protection of open space and playing fields afforded by PPG17. It is considered that the site identified within the Urban Capacity Study may come forward for development and indeed, there may be other very small gains from this source. Nevertheless, the protection afforded to such sites is significant and so a low discount rate of 35% was applied to this capacity source (essentially one site).

## 4.0 FINDINGS

4.1 This section of the report describes the findings of the urban capacity study. First a summary is given of the baseline data, that is the situation with regard to housing completions and outstanding applications at the current time. Second, each of the capacity sources is considered in turn. The report describes how an assessment was made of the sources of capacity including the identification of sites and/or analysis of trends and the calculation of potential unconstrained capacity in terms of the number of dwellings. A summary of these findings and the discounting of unconstrained potential is reported in Section 5 of this Study.

### Baseline Data

4.2 In assessing the potential capacity for additional residential development of the existing urban area, it was important to establish certain baseline data for the study. The information was drawn from the ongoing monitoring of planning permissions and completions undertaken by the Environment and Planning Department of Cambridge City Council.

4.3 The total number of dwellings completed between 1st July and end March 2002 is summarised in Table 5 below. Full details of completions during this period are given in Appendix 1.

**Table 5: Completions between 1st July 1999 and end March 2002**

<b>Monitoring Period</b>	<b>Completions</b>
1st July 1999 - 31st December 1999	30
1st January 2000 - 30th June 2000	291
1st July 2000 - 31st December 2000	57
1st January 2001 - 31st March 2001	14
1st April 2001 - 31st March 2002	126
<b>Total</b>	<b>518</b>
<b>Adjusted Total * see note below</b>	<b>451</b>

\* The completions figures given in Table 5 and Appendix 1 are based upon the detailed monitoring of planning permissions. The completions figures show when a particular permission was completed, not when individual dwellings were completed. Therefore, some of the dwellings will have been completed prior to July 1999 (the baseline date for this study). It follows that, the total number of individual dwelling completions for the period from July 1999 is slightly lower than the figure for the total completions for planning permissions during the same period. We calculate this discrepancy to be 67 dwellings and therefore we have adjusted the total accordingly to take account of this.

- 4.4 Planning permissions that have been implemented but not yet completed amount to a net gain of **832** dwellings. Full details of planning permissions that have been implemented but not yet completed are given in Appendix 2.
- 4.5 Extant planning permissions as at end March 2002 amount to a net gain of **1380** dwellings. Full details of extant planning permissions as at the end of March 2002 are given in Table A3.1 of Appendix 3.
- 4.6 Finally it is important to ensure that sites with a resolution to grant planning permission subject to the signing of a S106 agreement or not yet included in other monitoring are accounted for in the study. In this case, several sites have been identified amounting to a net gain of **372** dwellings. Details of this are also given in Table A3.2 of Appendix 3.
- 4.7 Having established the baseline information, it was then necessary to investigate opportunities for further residential development within the City. The methodology set out in section 3 of this report provides an overview of the way in which this information was collected and analysed. This section of the report describes in greater detail how this was achieved and the results of the survey and analysis.

### **Identification of Opportunities**

- 4.8 In order to systematically identify all potential opportunities for development, each of the potential capacity sources identified in section 3 of this report were investigated in turn. The paragraphs below describe the process undertaken for each particular source in turn.

#### **i) Potential Capacity Source: Subdivision of Existing Housing**

- 4.9 This source includes the subdivision of existing housing into two or more units.
- 4.10 In seeking to identify the potential capacity for residential development from the 'subdivision of housing', it was considered most appropriate to analyse past trends.
- 4.11 As part of the urban capacity study, research has been undertaken of past completions to identify the capacity sources of additional dwellings in the City in recent years. The results with respect to 'subdivision of existing housing' are shown in Table 6.

**Table 6: Completions in Recent Years from 'Subdivision of Existing Housing' Source**

Monitoring Period	Total Gain	Total Loss	Net Gain
1.4.97 - 31.3.98	19	9	10
1.4.98 - 31.3.99	6	2	4
1.4.99 - 31.3.00	16	3	13
1.4.00 - 31. 3.01	25	13	15 <sup>1</sup>
Average	—	—	10.5

<sup>1</sup>Explanation of totals - There is one completion, which is the opposite of subdivision. Change of Use from 1 house & 2 flats back to 1 house.

- 4.12 The results over the past 4 years of monitoring have been quite variable but have averaged a net gain from this particular capacity source of 10.5 dwellings per annum. If we assume that this rate continues over the remainder of the plan period we can assume that the total potential capacity from this source during the plan period is 10.5 multiplied by the number of remaining years in the plan period which is 2002 - 2016 (14 years), the potential capacity can be estimated as **147**.
- 4.13 This estimate assumes that planning policy in respect of the sub-division of properties remains constant. Currently, the Cambridge Local Plan (1996) includes guidance on the subdivision of dwellings together with a policy on the subdivision. Paragraph 6.53 states that '*...the subdivision of large dwellings into smaller self-contained units provides an appropriate means of meeting some housing needs. However, to protect the supply of smaller family houses, the sub-division of such properties will be resisted.*' Whilst there is no policy that expressly states that the subdivision of properties of less than 110 square metres will not be permitted, this is implied by policy HO9 which states, '*The sub-division of single residential properties of more than 110 square metres into smaller self-contained units will normally be approved providing it includes: a) car and cycle parking in accordance with the Council's standards; b) refuse storage space; and c) it avoids noise nuisance by the careful planning of room layout and the use of sound insulation.*' However, if this policy and paragraph was amended through the forthcoming review of the Local Plan, then it is likely that the number of dwellings would coming forward through sub-division would also change.
- 4.14 In addition, it should be noted that in most cases planning permission is not required for the conversion from 2 dwellings back to 1 dwelling. Therefore, such changes in dwelling stock would not be identifiable through our normal monitoring procedures. To this end, it is possible that the net potential capacity from subdivision may, in reality, be slightly lower.

#### **ii) Potential Capacity Source: Flats over Shops**

- 4.15 This source includes floor-space associated with retail uses that is not already in residential use such as vacant or storage uses.
- 4.16 In seeking to identify the potential capacity for residential development from the 'flats over shops' source, it was considered most appropriate to analyse past trends. This trend analysis was combined with an analysis of the City Council's recent shopping centre surveys.
- 4.17 As part of the urban capacity study, research has been undertaken of past completions to identify the capacity sources of additional dwellings in the City in recent years. The results with respect to 'flats over shops' are shown in Table 7.

**Table 7: Completions in recent years from 'Flats over Shops' Source**

Monitoring Period	Total Gain	Total Loss	Net Gain
1.4.97 - 31.3.98	1	0	1
1.4.98 - 31.3.99	6	0	6
1.4.99 - 31.3.00	9	0	9
1.4.00 - 31. 3.01	2	0	2
Average	–	–	4.5

- 4.18 The results over the past 4 years of monitoring have been quite variable but have averaged a net gain from this particular capacity source of 4.5 dwellings per annum. If we assume that this rate continues over the remainder of the plan period we can assume that the total potential capacity from this source during the plan period is 4.5 multiplied by the number of remaining years in the plan period which is 2002 -2016 (14 years), the potential capacity can be estimated as **63**.
- 4.19 As an additional check upon the likely capacity for additional residential dwellings from this source, an assessment was made of the potential capacity above existing shops to accommodate residential development. As part of our ongoing research, the Environment and Planning Department undertake a shopping survey of the main shopping centres and local shopping centres throughout the City. This study looks at the current occupiers of particular units, together with the Use Class of the ground floor. In the most recent update of this survey in the City Centre, whilst surveying, an attempt has been made to record the use above or below ground floor level. This was not always easy to ascertain from street level. However, for the Central area, it did reveal that 6 properties (8 floors) appeared to be vacant. A similar exercise has not been undertaken for the local centres throughout the City. There may also be additional scope for the conversion to residential of floorspace that is currently used for storage through rationalisation of uses and space. Therefore, it would seem reasonable to assume that the estimate given above of 63 units during the plan period is achievable.

### **iii) Potential Capacity Source: Empty Homes**

- 4.20 *'Tapping the Potential'* states that 'Empty Homes' can be a significant source of capacity. Vacancy rates vary around the country and inevitably some vacancies are necessary to allow the normal operation of the housing market (for example when houses are empty pending re-sale or re-let or following the death of the occupier). The potential from this source is greatest where the vacancy rate is significantly above the national average. In Cambridge, the vacancy rate is relatively low and therefore the potential from this source is limited.
- 4.21 The EELGA proposed regional methodology and framework for urban capacity studies advises that 'empty homes' should be monitored as part of the Urban Capacity Study. However, it points out that this should not be included as part of the potential supply to avoid the risk of double counting. This is due to the fact that vacancy allowances are already incorporated within Regional Planning Guidance and Development Plans.

- 4.22 In seeking to monitor empty properties in Cambridge, the Urban Capacity Study looked at a number of sources of information. The City Council is in the process of producing an Empty Property Strategy, the findings of which were used to inform this aspect of the study. Second, a review of Best Value Performance Indicators which identifies the number of properties that have been vacant for over 6 months was undertaken. In addition, we have been able to establish the total number of empty properties within the City from Council Tax returns for 2002 and to consider the statistical appendix to the 2001 City Housing Strategy which quotes figures at 1/4/2001.
- 4.23 **Empty Property Strategy:** The City Council adopted an Empty Property Strategy in 1995, which aimed to bring back into use long term vacant private sector dwellings. At that time the Council offered a variety of grants to promote the strategy. However as these grants are no longer offered and the emphasis on Empty Properties has changed, partly due to the Best Value regime, the Housing Standards section are reviewing the strategy. It is anticipated that the new strategy will look to extend its scope beyond just long term vacant dwellings. It will also look to forge closer working ties with other sections within the council such as Crime Prevention.
- 4.24 **Best Value Performance Indicator:** The Council's Empty Property Officer has advised that there were 54 properties which had been empty for 6 months or more as at 1/4/2002 (Best Value Performance Indicator).
- 4.25 **Council Tax Returns:** Approximate figures for 31st March 2002 are 1 empty property exemption and 612 empty property discounts, therefore a total of 613 empty properties. However, these are snapshot figures and do not take account of how long a property has been empty.
- 4.26 **City Housing Strategy 2001:** The City Housing Strategy provides some figures on vacancy rates. At 1/4/2001 the vacancy rate in the City was 1.26% (561 properties) and the equivalent figure the number of properties that had been vacant for over 6 months was 0.117% (52 properties; all of which were in the private sector).
- 4.27 Therefore, it may be concluded that vacant property is not a particular problem in Cambridge and that vacancies are usually of a short term nature. These figures have not been included in the overall capacity as advised by the EELGA.

**iv) Potential Capacity Source: Previously Developed Vacant and Derelict Land and Buildings (Non-Housing)**

- 4.28 This source essentially includes former industrial land, derelict buildings and vacant lots. In order to avoid double counting, those employment sites identified with some residential potential but still currently in employment use are considered separately under the source, 'redevelopment of existing other uses'. In addition, derelict housing is not included within this source. At the time of survey only a handful of small sites were vacant in Cambridge which explains why the future capacity from this source is so low. However the past dwelling completions data from this source should be read together with the 'redevelopment of existing other uses' category source which looks at the possible future capacity of the type of sites which in the past have produced such significant gain in dwelling numbers. At the moment it so happens that such sites are not lying vacant awaiting redevelopment but this does not mean that such change of use will not continue to occur.

- 4.29 In assessing the potential capacity from this source, the results of the 2002 urban capacity study were categorised according to capacity source. In addition, an analysis was made of the sites included on the National Land Use Database (NLUD). In order to avoid double counting, existing local plan allocations were removed as were any sites with planning permission or if they were sites separately identified within the 2002 Urban Capacity Site Survey of the City. Finally, an analysis was undertaken of past completions to identify the trend in recent years of development from this capacity source.
- 4.30 The 2002 Urban Capacity Site Survey revealed a number of sites that came within the capacity source of 'previously developed vacant land and derelict buildings'. These were included in the urban capacity sites database. The capacity calculation, set out in section 3 of this report was then applied to these sites.
- 4.31 Having undertaken the 2002 Urban Capacity Site Survey, an analysis was made of the sites in Cambridge City that are included on the National Land Use Database. As at 13th February 2002, 139 sites were included on the National Land Use Database within Cambridge City. However, when existing Local Plan allocations and sites with planning permission were removed, together with any sites that had been identified separately as part of the 2002 Urban Capacity Site Survey, (in order to avoid double counting) there were 46 remaining. Of these remaining sites, not all of the sites were vacant or derelict. Some still have existing other uses on site and therefore these were re-categorised according to the most appropriate capacity source (usually 'intensification of existing areas', 'redevelopment of existing housing areas' or 'redevelopment of existing other uses' sources). The remaining sites which truly fall within the 'previously developed vacant land and derelict buildings' source were then included within the database. Again, the capacity calculation, set out in section 3 of this report was then applied to these sites.
- 4.32 The results of both the 2002 Urban Capacity Site Survey and analysis of National Land Use Database sites are shown in Table A6.1. From Table A6.1 it may be seen that **6** sites were identified from this particular capacity source, amounting to a potential capacity of **47** dwellings.
- 4.33 In parallel, as part of the urban capacity study, research has been undertaken of past completions to identify the capacity sources of additional dwellings in the City in recent years. The results with respect to 'Previously Developed vacant & derelict land & buildings' are shown in Table 8.

**Table 8: Completions in Recent Years from the 'Previously Developed Vacant & Derelict Land & Buildings' Source**

Monitoring Period	Total Gain	Total Loss	Net Gain
1.4.97 - 31.3.98	128	0	128
1.4.98 - 31.3.99	74	0	74
1.4.99 - 31.3.00	0	0	0
1.4.00 - 31. 3.01	14	1	13
Average	–	–	53.75

- 4.34 The results over the past 4 years of monitoring have been quite variable but have averaged a net gain from this particular capacity source of 53.75 dwellings per annum. If we assume that this rate continues over the remainder of the plan period we can assume that the total potential capacity from this source during the plan period is 53.75 multiplied by the number of remaining years in the plan period which is 2002 -2016 (14 years), the potential capacity can be estimated as **752.5**.
- 4.35 It should be noted that these past completions may also include the 'redevelopment of existing use's, which, for the purposes of this study is considered as a separate source. A large number of the permissions and completions in recent years have been on former employment sites. In the future, such sites will be identified under the 'redevelopment of existing other uses' source.

#### **v) Potential Capacity Source: Intensification of Existing Areas**

- 4.36 This source essentially involves making more efficient use of land in a given area. This may include developing garage courts, large gardens and backlands. The potential from 'intensification' becomes more important relatively in areas where capacity from other sources is limited, such as the Cambridge scenario.
- 4.37 In seeking to identify the potential capacity for residential development from the 'intensification of existing areas' source, it was considered most appropriate use a combination of the 2002 Urban Capacity Site Survey and an analysis of the National Land Use Database together with an analysis of past trends of completions.
- 4.38 The 2002 Urban Capacity Site Survey revealed a number of sites that came within the capacity source of 'intensification of existing areas'. These were included in the urban capacity sites database. The capacity calculation, set out in section 3 of this report was then applied to these sites.
- 4.39 Having undertaken the 2002 Urban Capacity Site Survey, an analysis was made of the sites in Cambridge City that are included on the National Land Use Database. Some of these were found to be within the capacity source, 'intensification of existing areas'.
- 4.40 The results of both the 2002 Urban Capacity Site Survey and analysis of National Land Use Database sites are shown in Table A6.2 in Appendix 6. From Table A6.2 it may be seen that 76 sites were identified from this particular capacity source, amounting to a potential capacity of **543** dwellings.
- 4.41 As part of the urban capacity study, research has been undertaken of past completions to identify the capacity sources of additional dwellings in the City in recent years. The results with respect to 'intensification of existing areas' are shown in Table 9.

**Table 9: Completions in Recent Years from the 'Intensification of Existing Areas' Source**

Monitoring Period	Total Gain	Total Loss	Net Gain
1.4.97 - 31.3.98	51	1	50
1.4.98 - 31.3.99	33	7	26
1.4.99 - 31.3.00	37	0	37
1.4.00 - 31. 3.01	43	2	39
Average	–	–	38

4.42 The results over the past 4 years of monitoring have been quite variable but have averaged a net gain from this particular capacity source of 38 dwellings per annum. If we assume that this rate continues over the remainder of the plan period we can assume that the total potential capacity from this source during the plan period is 38 multiplied by the number of remaining years in the plan period which is 2002 -2016 (14 years), the potential capacity can be estimated as **532**.

#### **vi) Potential Capacity Source: Redevelopment of Existing Housing Areas**

4.43 'Redevelopment of existing housing areas' primarily relates to the redevelopment of blocks of housing or residential estates where higher densities may be achieved through remodelling the form and design of housing. This might relate to groups of occupied housing, vacant and or derelict housing.

4.44 In order to identify the potential capacity for residential development from this particular source, it was considered most appropriate to use a combination of the 2002 Urban Capacity Site Survey, an analysis of the National Land Use Database together with an analysis of past trends of completions.

4.45 The 2002 Urban Capacity Site Survey revealed a number of sites that came within the capacity source of 'redevelopment of existing housing areas'. These were included in the urban capacity sites database. The capacity calculation, set out in section 3 of this report was then applied to these sites.

4.46 Having undertaken the 2002 Urban Capacity Site Survey, an analysis was made of the sites in Cambridge City that are included on the National Land Use Database. Some of these were found to be within the capacity source, 'redevelopment of existing housing areas'. These were therefore included in the Urban Capacity Database. Then, once again, the capacity calculation, set out in section 3 of this report, was applied to these sites.

4.47 The results of both the 2002 Urban Capacity Site Survey and analysis of National Land Use Database sites are shown in Table A6.5 in Appendix 6. From Table A6.5 it may be seen that 19 sites were identified from this particular capacity source, amounting to a potential capacity of **400** dwellings.

4.48 In parallel, as part of the urban capacity study, research has been undertaken of past completions to identify the capacity sources of additional dwellings in the City in recent years. The results with respect to the 'redevelopment of existing housing areas' source are shown in Table 10.

**Table 10: Completions in Recent Years from the 'Redevelopment of Existing Housing Areas' Source**

Monitoring Period	Total Gain	Total Loss	Net Gain
1.4.97 - 31.3.98	5	2	3
1.4.98 - 31.3.99	19	3	16
1.4.99 - 31.3.00	5	5	3
1.4.00 - 31. 3.01	25	6	19
Average	–	–	10.25

- 4.49 The results over the past 4 years of monitoring have been quite variable but have averaged a net gain from this particular capacity source of 10.25 dwellings per annum. If we assume that this rate continues over the remainder of the plan period we can assume that the total potential capacity from this source during the plan period is 10.25 multiplied by the number of remaining years in the plan period which is 2002 -2016 (14 years), the potential capacity can be estimated as **143.5**.
- 4.50 There may also be scope to make better use of existing areas of social housing in Cambridge which are often built to dwellings per hectare densities which are much lower than those with which new Registered Social Landlord schemes have been built in the City. This will in part depend upon the availability of finance from the Housing Corporation to enable such schemes, the degree to which the Right to Buy has resulted in the fragmentation of land ownership thus making this potential more difficult to realise, the need to re-house existing tenants and the acceptability of such proposals to tenants.

**vii) Potential Capacity Source: Redevelopment of Car Parks**

- 4.51 *'Tapping the Potential'* identifies the opportunity for new residential development on former car parks. Whilst surface car parks offer the greatest potential, in terms of currently representing a relatively inefficient use of land, multi-storey car parks have also been considered for the sake of completeness.
- 4.52 In seeking to identify the potential capacity from this particular source, a list of all Council owned car parks was drawn up. In addition, the Council has been undertaking a Best Value review of Car Parks; the findings of which were used to inform this study. This was combined with the results of the 2002 Urban Capacity Site Survey and an analysis of past completion rates from this capacity source. Garage blocks however were not included in this source but were included in the 'intensification of existing areas' source to avoid double counting.
- 4.53 Table 11 lists the off-street Public Car parks that are operated by the City Council and identifies their address, the type of car park, total number of spaces and the area covered by the car park.

**Table 11: Car Parks in Cambridge 2000/2001**

Car Park	Address	Car Park Type	Spaces	Area(m2)
Lion Yard	Downing St, CB2 3DT / St.Tibbs Row, CB2 3ET	Multi-Storey	970	3,634
Park Street	Park St, Cambridge	Multi-Storey	450	2,564
Queen Anne	Queen Ann Terrace, CB1 1NA	Multi-Storey	640	3,801
Grafton East	East Road, CB1 1PS	Multi-Storey	895	4,565
Grafton West	Fitzroy Lane	Multi-Storey	280	2,953
Adam & Eve St	Adam and Eve St	Surface	40	1,044
Castle Hill	Off Castle Hill	Surface	115	3,327
Gwydir Street	Gwydir St	Surface	40	1,121
Riverside	Riverside	Surface	10	341
Clifton Road	Clifton Road	Surface	211	4,971
Arbury Court	Arbury Court	Surface	83	1,084
Campkin Road	Campkin Road	Surface	58	1,640
Great Eastern St	Great Eastern St	Surface	17	348

Ref: Best Value Fundamental Service Review of Off-Street Car Parks, Draft Final Report January 2002

- 4.54 Clifton Road Car Park has been excluded from this Study because it is included within the Cattle Market site, for which there is planning permission for some residential development (as well as for other uses), in order to avoid double counting.
- 4.55 Part of Riverside Car Park has also been excluded from the study due to its geographical location within the Environment Agency's Indicative Floodplain 2001. The remaining area of the car park outside the floodplain has however been included.
- 4.56 The Park and Ride Sites have also been excluded from this Study as they are considered as fundamental to the current parking policy in Cambridge. However, the Cowley Road Park and Ride Site is, in effect included due to its location within Cambridge Northern Fringe East, an area which is likely to undergo considerable change in the future. The Cambridge Northern Fringe site has been included in the 'redevelopment of existing other uses' source.
- 4.57 The total potential capacity for redevelopment of each of these car parks has been calculated and is shown in Table A6.6 in Appendix 6. Again, the capacity calculation, set out in section 3 of this report was applied to these sites. From Table A6.6 it may be seen that **15** sites were identified from this particular capacity source, amounting to a potential capacity of **183** dwellings.
- 4.58 However, for a variety of reasons, the likelihood of much of this capacity being deliverable is limited. These reasons are set out in the following paragraphs.
- 4.59 As part of the Best Value Fundamental Service Review of Off-Street Car Parks, consultants Steer Davies Gleeve undertook a thorough review of the service. Both the City Council Transport Services section and Steer Davies Gleeve considered the issue of supply and demand for city centre car parks. The Best Value Review concluded that

there is a demand for the continued use of the city centre car parks. Indeed demand is such that it might be considered desirable to increase supply to match. However, to do this would attract more cars into the city centre and would be counter to local transport policies. Instead the report states that the additional demand should be met by increasing parking provision at park and ride sites on the outskirts of the City together with other measures to promote alternative forms of transport. Steer Davies Gleeve agree with this policy and it seems clear that the policy of providing no more city centre parking should be maintained.

- 4.60 On the other hand, this raises the question as to whether the amount of car parking should be reduced. The level of demand suggests not but the City Council does need to consider whether it is making the best use of its assets. Steer Davies Gleeve were asked to consider this and their comments are found at paragraphs 5.123 - 5.133 of their report. They conclude that all car park sites should be retained in the long term for the provision of parking (Best Value Review - Draft Report).
- 4.61 The conclusion to be drawn is that the existing level City Centre of parking should remain for the foreseeable future. There is one exception to this, the small surface level car park at Riverside which contains just 10 spaces and is not profitable. The City Council is investigating whether the site could be better use for something else. However, in view of the site's location partially within the 2001 indicative floodplain and in the light of the guidance in PPG25, there are some constraints on the site. Therefore, only part of the site has been included in this study.
- 4.62 In considering the potential capacity for residential development from off-street car parks, attention is drawn to the proposed redevelopment of the Lion Yard Car Park and surrounding area as part of the Grand Arcade scheme, a large retail scheme with planning permission. Implementation of this scheme is due to commence in late 2002.
- 4.63 Whilst the current policy is to retain existing off-street public car parks, this does not preclude the possibility of developing underground replacement car park provision, thus releasing the area currently occupied by surface or multi-storey car parks for residential (or other appropriate) development. This would however be subject to planning and technical constraints, together with the financial viability of the scheme. We understand that Trevi style parking, whilst offering potential for creating parking capacity underground, can only cater for a maximum of 180 vehicles and also is only able to achieve a relatively slow turnover of vehicles - therefore the potential for this is limited.
- 4.64 With respect to garage blocks, these are considered under the heading 'intensification of existing areas' source as recommended by the House Builders Federation Guidance.
- 4.65 Clearly there are a number of private non-residential car parks within the City. These are generally associated with other existing uses eg. offices and it is considered unlikely that the car parks of these other uses would come forward for re-development without the other existing uses. Therefore, such sites are effectively covered within the 'redevelopment of existing other uses' source and so in the 'redevelopment of car parks' source to avoid double counting. There is one large private non-residential car park in Cambridge. However, this land is already allocated for housing in the current Cambridge Local Plan and so has been included in the category 'existing housing allocations' to avoid double counting.

### viii) Potential Capacity Source: Conversion of Commercial Buildings

- 4.66 This source includes purely change of use/conversion of office use to residential use.
- 4.67 In seeking to identify the potential capacity for residential development from the 'conversion of commercial buildings' source, it was considered most appropriate use a combination of the 2002 Urban Capacity Site Survey and an analysis of the National Land Use Database together with an analysis of past trends of completions.
- 4.68 The 2002 Urban Capacity Site Survey did not revealed any sites that came within the capacity source 'conversion of commercial buildings'. Having undertaken the 2002 Urban Capacity Site Survey, an analysis was made of the sites in Cambridge City that are included on the National Land Use Database. Again, no sites were found to be within the capacity source, 'conversion of commercial buildings'.
- 4.69 In parallel, as part of the urban capacity study, research has been undertaken of past completions to identify the capacity sources of additional dwellings in the City in recent years. The results with respect to the 'conversion of commercial buildings' source are shown in Table 12.

**Table 12: Completions in Recent Years from 'Conversion of Commercial Buildings' Source**

Monitoring Period	Total Gain	Total Loss	Net Gain
1.4.97 - 31.3.98	8	2	6
1.4.98 - 31.3.99	18	1	17
1.4.99 - 31.3.00	12	5	7
1.4.00 - 31. 3.01	14	4	10
Average	—	—	10

- 4.70 The results over the past 4 years of monitoring have been quite variable but have averaged a net gain from this particular capacity source of 10 dwellings per annum. If we assume that this rate continues over the remainder of the plan period we can assume that the total potential capacity from this source during the plan period is 10 multiplied by the number of remaining years in the plan period which is 2002 -2016 (14 years), the potential capacity can be estimated as **140**.

### ix) Potential Capacity Source: Review of Existing Housing Allocations in the Local Plan

- 4.71 In seeking to identify the potential capacity for residential development from the 'existing housing allocations', a list of housing allocations from the 1996 adopted Local Plan was prepared and the status of each of these allocations was noted in a table, based upon information gathered in the course of our continuing monitoring of the Local Plan, planning permissions and the implementation thereof. The remaining sites that have not yet been brought forward for development were then reviewed in order to establish the potential of these sites in providing capacity for the future. Reference was made to the '*Housing Land Availability in Cambridgeshire*' report (1998) which

was a joint study by the County Council, House Builders federation and District Councils. In particular reference was made to the comments from the HBF regarding the likelihood of existing housing allocations being brought forward for development.

- 4.72 Importantly, in order to avoid double counting, any sites that were previously developed and that are housing allocations were included in the 'housing allocations' source, not the 'previously developed land' source to avoid double counting.
- 4.73 In addition, it was also considered appropriate to analyse past trends of completions from this particular capacity source.
- 4.74 In determining the potential for housing development from 'existing housing allocations', it was first necessary to identify those sites that were allocated for housing in the 1996 Cambridge Local Plan that have not yet been brought forward for development. Table 13 indicates the status of the housing allocations as at 31 March 2002. As may be seen from the Table 13, a number of allocations are still outstanding and have not yet been brought forward for development.

**Table 13: Local Plan Housing Allocations**

<b>Allocation No.</b>	<b>Address</b>	<b>Area</b>	<b>Capacity</b>	<b>Applicant</b>	<b>Permission</b>	<b>Developed</b>
6.1	Willowcroft, Histon Road	1.5	80 bedroom student hostel	Trackmead Ltd	C/95/0398 Outline C/96/0176 RM C/98/0104 VC	Developed. Part of site remains undeveloped with no consent.
6.2	Cambridge Regional College, Brunswick site, Newmarket Road	1.54	–	–	No permission as of March 31st 2002	–
6.3	Marshall's Car Park, Park Street	0.04	–	–	No permission as of March 31st 2002	–
6.4	Car Park, Abbey Walk	0.32	12 Houses 8 Flats	Granta Housing Society	Full C/93/0802	Developed
6.5	Land between Hills Road and Station Road	1.38	–	–	No permission as of March 31st 2002	–
6.6	Anglian Water, Riverside	1.38	45 flats 41 hsgs 6 affable	Riverside Estates	Full C/97/1012	Under construction
6.7	Gas Works River Lane	1.13	52 Houses 10 Flats	Ruddy Construction Ltd	Full C/0640/93	Developed
6.8	Cambridge Regional College, Young Street	0.36	–	–	No permission as of March 31st 2002	–
6.9	Former Charringtons Coal Yard, Clarendon Road	1.59	–	–	No permission as of March 31st 2002	–
6.10	Ridgeons, Tension Road	1.32	45 houses 55 flats	Wilcon Homes Anglia Ltd	Full C/98/0354	Developed

Allocation No.	Address	Area	Capacity	Applicant	Permission	Developed
6.11	Rear of 17-47, Fulbourn Road	1.13	R/O 17-29 - 20 houses R/O 31-47 - 30 houses	Kirkbowman Devs Ltd Acorn Homes	Outline C/01/0119 Outline C/00/0917	Not implemented
6.12	Homerton Street/Hills Road (as part of a mixed development)	1.80	173 flats (and commuted sum for 40 aff hsg units). 300 student rooms	Homerton street developments Ltd	Full C/00/0582	Under Construction
6.13	Adjacent to 89 Greystoke Road	0.16	–	–	No permission as of March 31st 2002	Car park - recently resurfaced
6.14	Chequers Public House, 74 Cherry Hinton High Street & land rear of 72-94 High Street	0.61	9 flats 11 houses	Cambridge Housing Society Ltd	Full C/95/0322	Developed Only part of site. Remaining area still in employment use
6.15	Rear of Bridewell Road	0.34	9 houses	Granta Housing Society Ltd	Full C/93/0651	Developed
6.16	Maloney & Rhodes, Perne Road	0.16	14 flats for elderly	Cambridge Housing Society Ltd	Full C/92/0725	Developed
6.17	Ridgeons, Cavendish Road	0.81	–	–	No permission as of March 31st 2002	–
6.18	Nuffield Road Phase Two	1.3	15 2bed dwellings Hostel 7 bed 22 bungalows	Cambridge Housing Society Ltd	C/91/0881 Full C/91/0339 Full C/92/0351 Full	Developed

Allocation No.	Address	Area	Capacity	Applicant	Permission	Developed
6.19	St Andrews Road/Elizabeth Way	0.28	120 houses (includes all of allocation plus large area of additional land)	Bryants	C/01/0051	Under construction
6.20	Rear of 422-440, Cherry Hinton Road	0.83	21 houses & Nursing Home	Haven Healthcare Ltd	Full C/95/0797	Developed
6.21	Thorpe Way, adjoining Newmarket cemetery	0.4	40 units (6 bungalows, 4 flats, 30 houses)	Granta housing society	Full C/92/0610	Developed
6.22	Travis Perkins, Devonshire Road	1.34	–	–	No permission as of March 31st 2002	–
6.23	Mantles Garage, St Barnabas Road	0.44	–	–	No permission as of March 31st 2002	–
6.24	Mill Road Depot	2.24	–	–	No permission as of March 31st 2002	–
6.25	25/29 Glisson Road	0.9	N/A	Bodywork company	Full C/97/0626	
6.26	Hallens Garage /Cambridge Electro plating, High Street, Chesterton/Union Lane	0.63	33 1 bed flats & 11 2 bed flats for sheltered housing & 1 warden flat	McCarthy and Stone	Full C/98/0317	Developed Part of site remains undeveloped with no consent. Northern section 0.16 & the Southern section 0.17

Allocation No.	Address	Area	Capacity	Applicant	Permission	Developed
6.27	Part of NIAB site, Huntingdon Road	4.04	–	–	No permission as of March 31st 2002	–
6.28	Swainlands, Broad Street	0.21	11 houses 5 flats	Millbridge Investments	Full C/93/0845	Developed
6.29	St Matthews Vicarage, Vicarage Terrace	0.28	6 houses	Granston construction	Full C/96/0051	Developed
6.30	Government Offices, Brooklands Avenue (as part of mixed development)	12.10	9.45ha residential 1.92ha office development	Kajima Cambridge Ltd & Countryside residential	Outline C/00/1175 C/01/1085 approval of siting, design and external appearance of office development	
6.31	Sandy Lane	0.60	–	–	No permission as of March 31st 2002	
6.32	Cambridge Water Company site, Rustat Road	1.17			No permission as of March 31st 2002	–
6.33	Squash Courts, Portugal Street	0.20	11 houses	St Johns College	Full C/94/0792	Developed
6.34	Abbey Stadium and Depot, 532 Newmarket Road	2.54	–	–	No permission as of March 31st 2002	–
8.2	The Cattle Market (as part of a mixed development)	2.70	Leisure facilities, A3, hotel, retail, housing, auction room	Turnstone Estates Ltd	Full C/98/0355	Under construction
10.9	New Street/Newmarket Road (as part of a mixed development)	3.89	24 two storey houses	Simpers Ltd	Full C/99/0314	Part of site remains undeveloped with no consent.

<b>Allocation No.</b>	<b>Address</b>	<b>Area</b>	<b>Capacity</b>	<b>Applicant</b>	<b>Permission</b>	<b>Developed</b>
11.3	Bradwells Court (as part of a mixed development)	0.34	–	–	No permission as of March 31st 2002	–
12.1	Station Road & station car park	1.93	–	–	Master Plan Exercise Currently being undertaken	–
12.2	Parkside Police and Fire stations (as part of a mixed development)	1.94	–	–	No permission as of March 31st 2002	–

The site areas shown above are taken from the Local Plan and may not correlate precisely with the sites areas quoted in the Appendices for Existing Housing Allocations as these are taken from the GIS system.

- 4.75 PPG3, paragraph 21, states that the Government is committed to promoting more sustainable patterns of development by, amongst other things, reviewing existing allocations for housing land in plans. This is particularly aimed at targeting longstanding allocations in unsustainable locations that it may no longer be appropriate to develop for housing. In addition, it may also relate to the review of allocations where it has become apparent that the sites are unlikely to be released for housing in the future.
- 4.76 In view of the compact nature of Cambridge City administrative area, it was not considered necessary to delete any existing outstanding housing allocations on the basis of an unsustainable location and pattern of development. All of the urban area is relatively well served by public transport or can be accessed by walking and cycling and so can be considered that by building within the existing urban area this would exploit and deliver accessibility by public transport, walking and cycling to jobs, education and health facilities, shopping, leisure and local services.
- 4.77 However, it was considered necessary to review the existing allocations in the adopted 1996 Local Plan in order to assess the likelihood of these sites coming forward for development.
- 4.78 In addition, it was considered necessary to review the potential capacity of such sites in the light of recent Government guidance in PPG3 to avoid developments which make inefficient use of land, encourage housing development which makes more efficient use of land (between 30 to 50 dwellings per hectare net) and to seek greater intensity of development at places with good public transport accessibility such as city, town, district and local centres or around major nodes along good quality public transport corridors (paragraph 58 of PPG3).
- 4.79 To this end the potential capacity of each of the existing housing allocations has been revisited and an estimate has been made for each site. Again, the capacity calculation, set out in section 3 of this report was then applied to these sites. The results are shown in Table A6.7 in Appendix 6. From Table A6.7 it may be seen that 18 sites were identified from this particular capacity source, amounting to a potential capacity of **1005** dwellings.
- 4.80 Of the current outstanding allocations, the House Builders Federation in 1998 considered that 6 of these sites (6.9 (Charringtons), 6.22 (Travis Perkins, Devonshire Rd), 6.24 (Mill Road Depot), 6.27 (NIAB), 6.31 (Sandy Lane) and 11.3 (Bradwells Court)) were unlikely to come forward for development. However, it is noticeable that some other sites that they considered unlikely to come forward at the time of the study in 1998 have subsequently been developed/or have planning permission. Therefore, whilst it may be true that some of the existing housing allocations may not come forward for development, it is considered that over time the majority of them will be developed, particularly due to the high demand for housing land in Cambridge.
- 4.81 In addition to the analysis of outstanding existing housing allocations, as part of the urban capacity study, research has been undertaken of past completions to identify the capacity sources of additional dwellings in the City in recent years. The results with respect to 'existing housing allocations' are shown in Table 14.

**Table 14: Completions in Recent Years from 'Existing Housing Allocations' Source**

Monitoring Period	Total Gain	Total Loss	Net Gain
1.4.00 - 31.3.01	125	0	125
1.4.99 - 31.3.00	45	0	45
1.4.98 - 31.3.99	0	0	0
1.4.97 - 31.3.98	93	0	93
Average	–	–	65.75

- 4.82 The results over the past 4 years of monitoring have been quite variable but have averaged a net gain from this particular capacity source of 65.75 dwellings per annum. If we assume that this rate continues over the remainder of the plan period we can assume that the total potential capacity from this source during the plan period is 65.75 multiplied by the number of remaining years in the plan period which is 2002 -2016 (14 years), the potential capacity can be estimated as **920.5**.

**x) Potential Capacity Source: Review of Other Existing Allocations in the Local Plan**

- 4.83 In seeking to identify the potential capacity for residential development from the 'existing other allocations', a list of all other allocations from the 1996 adopted Local Plan was prepared and the status of each of these allocations was noted in a table, based upon information gathered in the course of our continuing monitoring of the Local Plan, planning permissions and the implementation thereof. The remaining sites that have not yet been brought forward for development were then reviewed in order to establish the potential for residential development on these sites.
- 4.84 Importantly, in order to avoid double counting, any sites that were previously developed and that are other existing allocations in the Local Plan were included in the 'other existing allocations' source, not the 'previously developed land' source to avoid double counting.
- 4.85 In addition, it was also considered appropriate to analyse past trends of completions from this particular capacity source.
- 4.86 PPG3, paragraph 42, identifies the opportunity to reallocate employment and other land to housing. It states that there may be allocations for employment and other uses that cannot be realistically taken up in the quantities envisaged over the life-time of the development plan. Equally, since planning policies may have changed since some of the land was originally allocated for a particular land use, it may be possible that the designation is no longer compatible with policy set out in current PPGs. The Government regards that as a wasted resource, especially where such sites include previously developed land. To this end, local planning authorities are advised to review all of their non-housing allocations to consider whether some of this land might be better used for housing or mixed-use developments.
- 4.87 In determining the potential for housing development from 'other existing Local Plan allocations', it was first necessary to identify all of those sites that were allocated for other uses in the 1996 Cambridge Local Plan that have not yet been brought forward for development. Table 15 indicates the status of the other allocations as at end March 2002. As may be seen from the Table, a number of allocations are still outstanding and have not yet been brought forward for development.

**Table 15: Other Local Plan Allocations**

<b>Allocation No.</b>	<b>Address</b>	<b>Area</b>	<b>Comments</b>	<b>Applicant</b>	<b>Permission</b>	<b>Current Status</b>	<b>Potential for residential development on outstanding allocations</b>
7.1	Addenbrookes Hospital	17.77	20/20 Vision - Master Plan	–	–	–	May be some scope for key worker housing
8.1	Land South of Long Road	9.17	Change of use from agriculture to playfield	St Mary's School	C/01/1244	Developed	In Green Belt - not part of this study. To be considered as part of Southern Fringe Study
8.2	Cattle Market Site - See Housing Allocation Table		–	–	–	–	–
8.3	New Street/Abbey Walk	0.06	Open space or community activity	–	–	–	Not suitable for residential development
8.4	Cutter Ferry Close/Mariners Way	0.28	Small marina	–	–	–	Not suitable for residential development
8.5	Water Street, Chesterton	0.12	Retention of existing boat services	–	–	–	Not suitable for residential development
8.6	Market Square	0.19	Focal meeting place	–	–	–	Not suitable for residential development
8.7	Blue Circle site, Coldhams Lane	38.0	Retention of open space for the setting of Cherry Hinton	–	–	–	Not suitable for residential development

Allocation No.	Address	Area	Comments	Applicant	Permission	Current Status	Potential for residential development on outstanding allocations
9.1	University Library		–	–	–	–	Not suitable for residential development
9.2	Sidgwick Avenue		–	–	–	–	Not suitable for residential development
9.3	Clarkson Road	2.5	Centre for mathematical sciences	University of Cambridge	Full C/99/0447	Under construction	–
9.4	Emmanuel sports ground/city hockey club	6.14	–	–	No permission	–	Potential for residential development*
9.5	East of Gravel Hill Farm	3.46	–	–	No permission	–	Potential for residential development*
9.6	Part of Gravel Hill Farm	1.55	–	–	No permission	–	Potential for residential development*
9.7	West Cambridge site <sup>2</sup>	35.54	Masterplan approved (including approx 200 dwellings)	–	Outline C/97/0961 for 200 units. Current Reserved Matters Application for 206 units	Part constructed	May be potential for additional Residential development

<sup>2</sup>Although West Cambridge has planning permission for 200 dwellings (and is therefore included in the figure for extant planning permissions in paragraph 4.5 and Appendix 3) there may be scope for some additional residential development on this site. This additional potential has not been incorporated into the overall figures for the Capacity Study. However, it is worth noting that this potential exists which could give rise to increased overall capacity in the future.

Allocation No.	Address	Area	Comments	Applicant	Permission	Current Status	Potential for residential development on outstanding allocations
9.8	Grange Farm	1.34	–	–	No permission	–	Potential for residential development*
9.9	Main section of Homerton College site	8.13	–	–	C/96/0838 Consent expired	–	Potential for residential development*
9.10	Hockey ground, Wychfield, Storey's Way	0.57	–	–	No permission	–	Potential for residential development*
9.11	University croquet & Tennis club, Clerk Maxwell Road	0.91	–	–	No permission	–	Potential for residential development*
9.12	Cranmer Road Hockey Ground	0.35	–	–	No permission	–	Potential for residential development*
9.13	Anglia Polytechnic University, East Road	2.88	–	–	–	–	No further potential for residential development
9.14	Leckhampton House Grounds	3.0	–	–	No permission	–	Potential for residential development*
9.15	Western section of Homerton college site	2.09	–	–	C/96/0749 Consent expired	–	Potential for residential development*
9.16	19 Acre Field	7.78	–	–	No permission	–	Potential for residential development*

Allocation No.	Address	Area	Comments	Applicant	Permission	Current Status	Potential for residential development on outstanding allocations
10.1	Blue Circle site, Coldhams Lane	11.0	General industrial use (B2)	Whitecliff properties Ltd	Full C/00/0047	Under construction	–
10.2	Cambridge Business Park, Milton Road	6.07	–	–	–	Developed	–
10.3	St.John's, Old Milton Road	0.80	Building for R&D & office	–	C/98/0562/OP C/99/1259/RM	Developed	
10.4	Barnwell Drive/Peverel	0.89		–	C/00/0907	Approval subject to S106	–
10.5	High Cross Research Park, Madingley Road	11.54	–	–	Now part of west Cambridge site	–	–
10.6	Gas Works, Chedders Lane	1.52	Retail foodstore	Tesco stores limited	Full C/01/0795	Under construction	–
10.7	Garlic Row	0.14	Light Industrial	Munto Building services Ltd	Full C/99/0146	Developed	–
10.8	Coldham's Road	0.35	–	–	–	–	Not Suitable for Residential Development
10.9	See Housing Allocation Table						
11.1	East Road adjacent to Grafton Centre	0.78			Planning Permission	Developed	
11.2	Robert Sayle/Telephone Exchange/Central Post Office, St Andrew's Street	0.74	Shopping	Shearer Property	Full C/99/0513	To be Developed	–

Allocation No.	Address	Area	Comments	Applicant	Permission	Current Status	Potential for residential development on outstanding allocations
11.3	Bradwells Court See Housing Allocation Table		–	–	–	–	–
11.4	Market Street/Green Street; Joshua Taylor & Eaden Lilley stores and adjacent properties	0.58	Refurbished premises for shopping	–	–	Developed	–
11.5	Coldham's Lane	5.3	Retail foodstore	Asda	C/99/1051	Mostly developed	–
11.6	Newmarket Road	4.0		–	Phase 1 C/00/0344 Phase 2 C/00/0741	–	–
11.7	Willowcroft, Histon Road	0.9				Developed	–
12.1	See Housing Allocation Table						
12.2	See Housing Allocation Table						
14.1	Field north of Madingley Road, and east of the M11	6.69	Park & Ride	Cambridgeshire County Council	Full C/94/0806	–	–
14.2	Area adjacent to the M11, immediately to the north of Madingley road		–	–	No Permission	–	Not Suitable for residential development
14.3	Park & Ride Car Park Cowley Road		–	–	No Permission	–	Considered as part of CNF review -see separate section

\* Higher Education sites - May be some limited potential for university/Key worker residential development - part of master planning exercise.

- 4.88 As part of the Urban Capacity Study, each of these allocations was revisited to assess the likelihood of them coming forward for the original proposed use within the plan period, the degree to which they still meet with the requirements of planning policy guidance as set out in PPGs, as well as their potential for reallocation to housing.
- 4.89 A number of sites were identified as offering potential to accommodate residential development. These sites are shown in Table 15. However, as will be seen from the Table, the majority of these sites were originally allocated for Higher and Further Education Development in the 1996 Cambridge Local Plan. It is likely that the University will need to use a large proportion of these sites for academic or research purposes. Whilst there maybe scope for residential development, much of this would be for the student market (which is not strictly within the remit of this study). Nevertheless, in providing additional accommodation for students on these sites, this could potentially free up existing dwellings in the City, currently occupied by the student population for general market housing. In addition, there may be some scope for residential development for the University's own key workers on this site which would constitute an important contribution to the additional supply of housing within the City and so can be included in the Urban Capacity Study. To this end, it is important that any discounting of the potential for residential development on such sites takes these factors into account and therefore, the capacity was discounted by a relatively low percentage.
- 4.90 Having identified sites with potential for housing development, it was then necessary to assess the potential capacity of these sites. Again, the capacity calculation, set out in section 3 of this report was then applied to these sites. Table A6.8 in Appendix 6 shows the potential capacity from 'other existing Local Plan allocations'. From Table A6.8 it may be seen that 16 sites were identified from this particular capacity source, amounting to a potential capacity of **2195** dwellings.
- 4.91 In addition to the analysis of outstanding existing other allocations, as part of the urban capacity study, research has been undertaken of past completions to identify the capacity sources of additional dwellings in the City in recent years. The results with respect to 'existing other allocations' are shown in Table 16.

**Table 16: Completions in Recent Years from 'Existing Other Allocations' Source**

Monitoring Period	Total Gain	Total Loss	Net Gain
1.4.00 - 31. 3.01	0	0	0
1.4.99 - 31.3.00	0	0	0
1.4.98 - 31.3.99	0	0	0
1.4.97 - 31.3.98	11	0	11
Average	–	–	2.75

- 4.92 The results over the past 4 years of monitoring have been quite variable but have averaged a net gain from this particular capacity source of 2.75 dwellings per annum. If we assume that this rate continues over the remainder of the plan period we can assume that the total potential capacity from this source during the plan period is 2.75 multiplied by the number of remaining years in the plan period which is 2002-2016 (14 years), the potential capacity can be estimated as **38.5**.
- 4.93 Finally, it was necessary to discount the potential, to take account of the fact that not all sites identified are likely to come forward for development within the Plan period. In view of the fact that many of the sites are in University ownership, the low discount rate was used of just 10%.

**xi) Potential Capacity Source: Vacant Land not Previously Developed**

- 4.94 In order to identify the potential capacity for residential development from this particular source, it was considered most appropriate to use a combination of the 2002 Urban Capacity Site Survey, an analysis of the National Land Use Database together with an analysis of past trends of completions.
- 4.95 The 2002 Urban Capacity Site Survey did not reveal any sites that came within this category.
- 4.96 Having undertaken the 2002 Urban Capacity Site Survey, an analysis was made of the sites in Cambridge City that are included on the National Land Use Database. Again, no sites were found within the capacity source, 'vacant land not previously developed'.
- 4.97 In addition to the analysis of the National Land Use Database and 2002 Urban Capacity Site Survey, as part of the urban capacity study, research has been undertaken of past completions to identify the capacity sources of additional dwellings in the City in recent years. The results with respect to the 'vacant land not previously developed' source are shown in Table 17.

**Table 17: Completions in Recent Years from 'Vacant Land Not Previously Developed' Source**

Monitoring Period	Total Gain	Total Loss	Net Gain
1.4.97 - 31.3.98	7	0	7
1.4.98 - 31.3.99	0	0	0
1.4.99 - 31.3.00	0	0	0
1.4.00 - 31.3.01	0	0	0
Average	—	—	1.75

4.98 The results over the past 4 years of monitoring have been quite variable but have averaged a net gain from this particular capacity source of 1.75 dwellings per annum. If we assume that this rate continues over the remainder of the plan period we can assume that the total potential capacity from this source during the plan period is 1.75 multiplied by the number of remaining years in the plan period which is 2002 -2016 (14 years), the potential capacity can be estimated as **24.5**. In view of the fact that there were no sites identified in the Urban Capacity Site Survey or analysis of the NLUD sites, it was necessary to rely on past trends for this capacity source.

#### **xii) Potential Capacity Source: Redevelopment of Existing Other Uses (Primarily Employment)**

4.99 The 'redevelopment of existing other uses (primarily employment) source includes sites which do not fit into any of the categories identified above; for example Petrol Filling stations and premises currently used for employment purposes but whose buildings would not be suitable for conversion. In addition, the category includes utilities, land and buildings, institutional land and buildings, government land and buildings etc.

4.100 In seeking to identify the potential capacity for the source 'residential development from the redevelopment of existing other uses (primarily employment)', it was considered most appropriate use a combination of the 2002 Urban Capacity Site Survey and an analysis of the National Land Use Database. It follows that no windfall allowance has been made for other employment land coming forward for residential development over the period to 2016. This avoids the risk of double counting but probably tends to underestimate the likely future capacity of this supply source.

4.101 The 2002 Urban Capacity Site Survey revealed a number of sites that came within the capacity source of 'redevelopment of existing other uses (primarily employment)'. These were included in the urban capacity sites database. The capacity calculation, set out in section 3 of this report was then applied to these sites.

4.102 Having undertaken the 2002 Urban Capacity Site Survey, an analysis was made of the sites in Cambridge City that are included on the National Land Use Database. Some of these were found to be within the capacity source, 'redevelopment of existing other uses (primarily employment)'. These sites were therefore included in the Urban Capacity Database. Again, the capacity calculation, set out in section 3 of this report was then applied to these sites.

4.103 The results of both the 2002 Urban Capacity Site Survey and analysis of National Land Use Database sites are shown in Table A6.9 in Appendix 6. From Table A6.9 it may be seen that **50** sites were identified from this particular capacity source, amounting to a potential capacity of **3043** dwellings.

#### **xiii) Potential Capacity Source: Playing Fields/Recreation Grounds**

4.104 In seeking to identify potential capacity, it was considered most appropriate to use the recent City Council studies relating to open space. In addition, information was gathered from Officers regarding potential sites. An analysis of past trends of completions from this particular capacity source was also undertaken.

- 4.105 The study, *'An Assessment of Open Spaces in Cambridge'* was carried out in 1998/9. Part 1 of this was for pitch sports, and assessed the playing pitch demands and supply in Cambridge. This found that the supply of pitches in secure public use was well below the Councils adopted standard. Additional pitches were identified which were not in secure public use, many of which are used by local teams. The study recommended that all pitches be protected, unless appropriate compensatory provision is to be provided.
- 4.106 Playing fields and recreation grounds in Cambridge are protected by Policy NE6 of the current Local Plan. The study, *'The Protection of Open Spaces in Cambridge'* found that the majority of these sites are important for environmental as well as recreational reasons. PPG17 (Planning for Open Space, Sport and Recreation) reinforces the existing protection policies and will resist the loss of playing fields unless there is an established surplus of all forms of open space. In the light of this, it is likely that greater protection will be afforded to playing fields in the future. Therefore this source has generally been excluded.
- 4.107 However, there was one exception to this. From Table A6.10 it will be seen that one site was identified by Officers, amounting to potential capacity of **99** dwellings. This site is the current grounds of Cambridge City Football Club. It does not therefore contribute to the supply of playing pitches in the usual way, and is not important for environmental reasons. Officers are aware that the Club is looking to relocate. It is therefore considered that this site merits inclusion in the Urban Capacity Study.
- 4.108 Research has also been undertaken of past completions to identify the capacity sources of additional dwellings in the City in recent years. The results with respect to the 'playing fields/recreation grounds' source are shown in Table 18.

**Table 18: Completions in Recent Years from Playing Fields/Recreation Ground Source**

Monitoring Period	Total Gain	Total Loss	Net Gain
1.4.97 - 31.3.98	0	0	0
1.4.98 - 31.3.99	0	0	0
1.4.99 - 31.3.00	65	0	65
1.4.00 - 31.3.01	60	0	60
Average	–	–	31.25

- 4.109 The results over the past 4 years of monitoring have been quite variable but have averaged a net gain from this particular capacity source of 31.25 dwellings per annum. If we assumed that this rate continued over the remainder of the study period we would assume that the total potential capacity from this source during the plan period was 31.25 multiplied by the number of remaining years in the study period which is 2002 -2016 (14 years), the potential capacity can be estimated as **437.5**.
- 4.110 However, it was considered that it would be inappropriate to rely on projecting the trend forward for this particular category source in view of the reasons given above. It is possible that if a playing field is not important for environmental reasons as

assessed in the above study and compensatory provision can be provided that some playing field sites may come forward for development during the study period. However, this is not expected to be a significant source of additional capacity in the future. There are also some playing fields currently located in the Green Belt, some of which may be acceptable for residential development, but these are not included in this Study which does not consider land in the Green Belt.

#### **xvi) Potential Capacity Source: Allotments**

- 4.111 Allotments have only been included where they have a high vacancy rate and are not considered important for environmental reasons.
- 4.112 A Review of Allotments was carried out in 1997/98. Part of one site was released for housing. It was also agreed that a policy be included in the Local Plan Review which would allow for the release of allotment land for other uses should the vacancy rate remain above 15% for a specified period of time.
- 4.113 Although the take up of allotment plots has increased since then, there are several sites which have continued to have a vacancy rate over 15% since that study. However, in 2000 a study was carried out on the protection of open space. This found that the majority of allotment sites were important for environmental reasons as well as for recreation. Therefore, although alternative uses may be considered in the Local Plan Review, these will be other open space uses. There are only 2 small sites which are exceptions to this. The exceptions to this are Kendal Way and Peverel Road allotments. The former has a site area of approximately 0.1 ha, it is not protected by policy NE6 of the Local Plan and in recent surveys it has had a vacancy rate of 30% (1998) and 20% in 2002). Access however may be difficult. Peverel Road allotments have a site area of approximately 1.15 ha, in 1998 had a vacancy rate of 44% and at the time of the last survey in May 2001 the vacancy rate was 33%. In the review of allotment report it was stated that the future of this site depended on how the adjoining land was developed. Permission has now been granted for industrial use on the adjacent site, subject to the signing of a Section 106 agreement. Access to the site is poor.
- 4.114 These two allotment sites have therefore been included in the Urban Capacity Study. The potential capacity from these sites is shown in Table A6.3 in Appendix 6. From Table A6.3 it may be seen that 2 sites were identified from this particular capacity source, amounting to a potential capacity of 29 dwellings.
- 4.115 However, in view of the site specific constraints related to both of these sites, together with the fact that the sites, having been used for allotments would need to be de-allotmented, then we have discounted the potential capacity by 20 per cent. Prior to these sites being released for housing, there would have to be extensive community consultation and a consideration of their best future use (which may not be housing).

#### **xv) Potential Capacity Source: Schools and Colleges**

- 4.116 'Schools and colleges', have only been included in this Study where the school/college site has been identified for redundancy within the plan period.

- 4.117 Annex C of PPG3 defines previously developed land. Technically, schools and colleges would constitute brownfield land but the PPG3 footnote does advise that where the footprint of a building only occupies a proportion of the site of which the remainder is open land the whole site should not normally be developed to the boundary of the curtilage. The local planning authority should make a judgement about site layout in this context, bearing in mind other planning considerations, such as policies for the protection of open space and playing fields (PPG3, Annex C).
- 4.118 Formal playing pitches and landscaped areas within the school boundary are classed as greenfield land (PPG3, Annex C). Playing fields are considered as a separate category source (see paragraphs 4.104 - 4.110).
- 4.119 In relation to state schools, policy CS8 of the current adopted Local Plan states that the redevelopment of state schools for non-educational use will be refused unless the local planning authority is satisfied that the sites will not be required in the longer-term for school or community use. Therefore, even where such state school sites are to become available during the plan period, the preference will be for other school or community uses over residential use.
- 4.120 Cambridgeshire County Council, as Local Education Authority, has identified 4 state schools for closure during the plan period. The Romsey Junior and Sedley Infant schools are to be merged and relocated to new premises currently under construction at the Coleridge Community College site on Radegund Road. This will therefore release these two sites, each approximately 0.5 hectares in size for re-use/redevelopment.
- 4.121 In addition, the County Council is also proposing the merger of Milton Road Infant and Milton Road Junior School (currently located on a shared site), and relocation onto a new site. The proposals have been through consultation. Objections were made during a 2-month notice period which ended in July. The case has therefore been referred to an Independent Committee for decision in September. If the decision is unanimous, then the decision will be final. However, if the Committee fail to reach a unanimous decision then it will be referred to an external adjudicator. Should the proposal proceed, which seems very likely at this stage, the new school would open in 2004. This in turn would release an additional site, of approximately 0.9 hectares for re-use/redevelopment.
- 4.122 Whereas the Romsey and Sedley sites will definitely be released, a final decision has still to be made on the Milton Road. During the plan period there may be other school sites which become surplus to requirements. However, there is no degree of certainty at this stage and therefore they have not been included in the Urban Capacity Study.
- 4.123 Clearly, the importance of Local Plan policy CS8 must be emphasised and in view of the other school or community needs in the area, it is unlikely that a 100% residential scheme would be acceptable on these sites. Therefore, for the purposes of this study, the potential residential capacity from these sources is limited and has been heavily discounted.
- 4.124 Regarding private schools, we are aware that one school is considering the possibility of relocation. However, this will be subject to finding a suitable site and a number of other issues and therefore, the likelihood of this proceeding is considered to be low. Therefore, for the purposes of this study, this school has not been included.

- 4.125 Table A6.4 in Appendix 6 shows the potential capacity from these sites. From Table A6.4 it may be seen that 3 sites (4 schools) were identified from this particular capacity source, amounting to a potential capacity of 100 dwellings.
- 4.126 However, as explained above, due to the policy requirements of Local Plan policy CS8, the discounted potential from this capacity source is much lower. We have suggested a discounting figure of 25 per cent which would result in a discounted potential capacity of 25 dwellings.

### Housing Loss

- 4.127 Finally, the urban capacity study would not be complete without providing brief mention of the issue of loss of dwellings either completely or to other uses. In reviewing past monitoring it was noted that there were in fact very few complete losses. However, these need to be taken into account when assessing overall capacity for future residential development.

**Table 19: Housing Loss (Not Already Considered in other Monitoring Tables)**

Monitoring Period	Total Gain	Total Loss	Net Gain
1.4.97 - 31.3.98	0	2	2
1.4.98 - 31.3.99	0	0	0
1.4.99 - 31.3.00	0	1	1
1.4.00 - 31.3.01	0	2	2
Average	–	–	1.25

- 4.128 The results over the past 4 years of monitoring have been quite variable but have averaged a net loss from this particular capacity source of 1.25 dwellings per annum. If we assume that this rate continues over the remainder of the plan period we can assume that the total potential loss from this source during the plan period is 1.25 multiplied by the number of remaining years in the plan period which is 2002 -2016 (14 years), the potential loss can be estimated as **17.5**.
- 4.129 Therefore it is important to allow for this potential annual loss when considering overall capacity. This is therefore subtracted from the overall potential capacity.

## 5.0 DISCOUNTING, SUMMARY OF FINDINGS AND CONCLUSIONS

- 5.1 Having identified the unconstrained capacity for each site in the previous section of this report, this section proceeds to summarise the findings and discount the unconstrained potential to present an estimate of realisable urban capacity.

### Summary of Findings and Discounting

- 5.2 The basis, rationale and methodology for discounting is described in Section 3 of this report.
- 5.3 Table 20 sets out a summary of the findings in terms of potential capacity from the various sources in the City of Cambridge. Column 1 lists the capacity source, column 2 the potential capacity as estimated from past trends and projected forward over a 14-year period to 2016 (the end of the Structure Plan period). Column 3 identifies the potential capacity identified through the 2002 Urban Capacity Site Survey together with analysis of the National Land Use Database and analysis of existing allocations, lists of car parks and information on empty properties etc. Column 4 gives an assumed final dwelling capacity from each capacity source within the City. In general, wherever possible the figures in the third column were used, with the figures in the second column (past trends) serving as a check on the figures in the third column. Where there were no figures available in column 3, the figures in column 2 were used. The large discrepancy between the figures in column 2 and 3 of capacity source, 'previously developed vacant and derelict land and buildings (non-housing)' is attributed to the fact that this category should be read in conjunction with the 'redevelopment of existing other uses'. Past trends of previously developed land includes land that was previously in 'existing other uses'. Column 5 lists the discount rate applied to each source, based upon the rationale set out in section 3 of this report. Finally, column 6 lists the discounted potential.
- 5.4 For the avoidance of doubt, the discount rates are expressed as the percentage of the capacity likely to come forward for development. Therefore, if the capacity is 100 dwellings and the discount rate is 25%, this indicates that 25 dwellings are likely to come forward for development.

**Table 20: Unconstrained Dwelling Capacity and Discounted Potential Dwelling Capacity**

	<b>C1</b>	<b>C2</b>	<b>C3</b>	<b>C4</b>	<b>C5</b>	<b>C6</b>
<b>R1</b>	<b>Dwelling Capacity Source</b>	<b>Dwelling Capacity 2002-2016 based on past trends</b>	<b>Dwelling Capacity from Survey and Analysis</b>	<b>Assumed Final Dwelling Capacity</b>	<b>Discount Rate applied To Dwelling Capacity in C4</b>	<b>Discounted Potential Dwelling Capacity (C4xC5)</b>
<b>R2</b>	Subdivision of existing housing	147	–	147	100%	147
<b>R3</b>	Flats over shops	63	–	63	100%	63
<b>R4</b>	Empty Homes	–	–	–	0%	0
<b>R5</b>	Previously developed vacant and derelict land and buildings (non-housing)	752.5	47  Note 1	47	75%	35
<b>R6</b>	Intensification of existing areas	532	543	543	85%	461
<b>R7</b>	Redevelopment of existing housing	143.5	400	400	55%	220
<b>R8</b>	Redevelopment of car parks	–	183	183	10%	18
<b>R9</b>	Conversion of commercial buildings	140	–	140	85%	119
<b>R10</b>	Review of existing housing allocations in Local Plan	920.5	1005	1005	80%	804
<b>R11</b>	Review of other existing allocations in Local Plan	38.5	2195	2195	10%	219
<b>R12</b>	Vacant land not previously developed	24.5	0	24.5	75%	18
<b>R13</b>	Redevelopment of Existing Other Uses	–	3043	3043	50%	1521
<b>R14</b>	Allotments	–	29	29	20%	5

<b>R15</b>	Schools and Colleges	–	100	100	25%	25
<b>R16</b>	Playing fields	437.5	99	99	35%	34
<b>R17</b>	<b>Sub Total</b>	3199	7644	8018.5		3689
<b>R18</b>	Housing Loss	17.5	–	17.5	–	17.5
<b>R19</b>	<b>Discounted Potential (Sub Total(R17) - Housing Loss (R18))</b>					<b>3671.5</b>

Note 1 Future capacity subsumed within the redevelopment of existing other uses source in R13 to avoid double counting

- 5.5 Table 21 below concludes the report, drawing together the figures for completions, planning permissions and identified capacity. The unimplemented planning permissions and Sites with resolutions to grant planning permission subject to S106 agreement have been discounted by 10%, as is common practice, to take account of the fact that not all planning permissions will ultimately be implemented.

**Table 21: Overall capacity 1st July 1999-2016 taking into Account Completions, Planning Permissions (Part Implemented), Other Extant Planning Permissions and Identified Discounted Potential Capacity.**

Completions 1st July 1999 - 31st March 2002 (adjusted total)	451
Planning permissions that have been implemented but not completed as at 31st March 2002	832
Extant unimplemented planning permissions as at 31st March 2002 discounted by 10% (1380 -138 = 1242)	1242
Sites with resolutions to grant planning permission subject to S106 agreement/not yet included in monitoring of planning permissions discounted by 10% (372 - 37 = 335)	335
Identified discounted potential capacity (cell R19, C6)	3671
<b>Total</b>	<b>6531</b>

- 5.6 Therefore, from Table 20 it may be concluded that between 1st July 1999 and 2016, Cambridge City has an Urban Capacity of **6531**. However, clearly some of these dwellings have already been constructed between 1st July 1999 and end March 2002.



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Shopping Survey, Cambridge City Council

## APPENDICES

Appendix	Title
Appendix 1	Table A1.1: Completions 1st July 1999 - 31st December 1999
	Table A1.2: Completions 1st January 2000 - 30th June 2000
	Table A1.3: Completions 1st July 2000 - 31st December 2000
	Table A1.4: Completions 1st January 2001 - 31st March 2001
	Table A1.5: Completions 1st April 2001 - 31st March 2002
Appendix 2	Table A2.1: Planning Permissions that have been Implemented (Under Construction) but not Completed as at 31st March 2002
Appendix 3	Table A3.1: Extant Unimplemented Planning Permissions as at 31st March 2002
	Table A3.2: Sites with Resolutions to Grant Planning Permission subject to S106 agreement/not yet included in Monitoring of Planning Permissions
Appendix 4	All Urban Capacity Sites
	Table A4.1: Urban Capacity Sites
Appendix 5	Urban Capacity Sites by Ward
	Table A5.1: Urban Capacity Sites from Castle Ward
	Table A5.2: Urban Capacity Sites from Arbury Ward
	Table A5.3: Urban Capacity Sites from King Hedges Ward
	Table A5.4: Urban Capacity Sites from West Chesterton Ward
	Table A5.5: Urban Capacity Sites from East Chesterton Ward
	Table A5.6: Urban Capacity Sites from Abbey Ward
	Table A5.7: Urban Capacity Sites from Petersfield Ward
	Table A5.8: Urban Capacity Sites Romsey Ward
	Table A5.9: Urban Capacity Sites Coleridge Ward
	Table A5.10: Urban Capacity Sites Queen Ediths Ward
	Table A5.11: Urban Capacity Sites from Cherry Hinton Ward
	Table A5.12: Urban Capacity Sites from Trumpington Ward
	Table A5.13: Urban Capacity Sites from Market Ward
Table A5.14: Urban Capacity Sites from Newnham Ward	
Appendix 6	Urban Capacity Sites by Capacity Source
	Table A6.1: Urban Capacity Sites from Potential Capacity Source: Previously Developed Vacant and Derelict Land and Buildings (Non-Housing)
	Table A6.2: Urban Capacity Sites from Potential Capacity Source: Intensification
	Table A6.3: Urban Capacity Sites from Potential Capacity Source: Allotments
	Table A6.4: Urban Capacity sites from Potential Capacity Source: Schools and Colleges
	Table A6.5: Urban Capacity Sites from Potential Capacity Source: Redevelopment of Existing Housing
	Table A6.6: Urban Capacity Sites from Potential Capacity Source: Redevelopment of Car Parks
	Table A6.7: Urban Capacity Sites from Potential Capacity Source: Existing Housing Allocations
	Table A6.8: Urban Capacity sites from Potential Capacity Source: Other Existing Allocations
Table A6.9: Urban Capacity Sites from Potential Capacity Source:	

Redevelopment of Existing Other Uses

Table A6.10: Urban Capacity Sites from Potential Capacity Source: Playing Fields and Recreation

Appendix 7: Maps showing sites by Capacity Source

Appendix 8: Summary of Consultation

Table 8.1: List of Consultees

Table 8.2: Urban Capacity Study Consultation Comments and Responses - May 2002

Table 8.3: Urban Capacity Study Consultation Comments and Responses - August 2002