

## Foreword

Thank you for reading this important document. It is the start of the formal process by which we define our vision for Cambridge, and will translate into the formal planning policies against which future planning applications will be judged.

We would like to hear your views as to the key planning issues and choices facing the City. We will then probe those in depth with you and with collaborators such as the County Council, who are responsible for transport planning.

This year Al Gore visited Cambridge, at the invitation of the University of Cambridge Programme for Industry, to deliver the famous slide show upon which his film “The Inconvenient Truth” is based. I and colleagues from the City Council were among those who took part in a two-day training programme with Al Gore, culminating in a discussion of the actions we can take to tackle climate change. We aim now to place climate change at the heart of our policy making in the City Council. We hope that this document expresses this ambition and will very much welcome your response.

Executive Councillor for Planning and Transport  
Sian Reid



## Contents

Foreword	i
Contents	iii
Chapter 1: Introduction	1
Chapter 2: Policy Context	5
Chapter 3: Cambridge 2007	9
Chapter 4: Cambridge 2021	11
Vision	11
Strategic Objectives	11
The Spatial Strategy	14
Chapter 5: Key Issues and Options	19
Sustainability	19
Climate Change	19
Housing	21
Accessibility	24
Environment and Design	27
Economy	29
Higher and Further Education	31
Shopping	33
Leisure, Community Facilities and Visitor Industry	34
Infrastructure and Implementation	36
Open Question	38
General Bibliography and Information Sources	39
Glossary	43
Appendix 1: Summary of Sustainability Appraisal	



## Chapter 1: Introduction

1.1 The City Council has produced this Issues & Options paper in order to seek your views on how the Council should plan for and control development in Cambridge over the period to 2021. Planning plays an essential role in shaping the places where we all live, work and play and for this reason everyone should have the opportunity to get involved in planning for the future of Cambridge.

### The New Planning System

1.2 In 2004 the government introduced a number of changes to the planning system through the Planning and Compulsory Purchase Act. Central to this was a change to the nature of development plans. Under the new system the documents that will guide the future development of Cambridge (the Development Plan for Cambridge) will comprise:

- a. The East of England Plan (the Regional Spatial Strategy for the East of England prepared by the East of England Regional Assembly);
- b. A Minerals and Waste Development Framework (prepared by Cambridgeshire County Council); and
- c. The Cambridge Local Development Framework, which will consist of a portfolio of documents that can be produced at different times, illustrated in Figure 1. These will be prepared by the City Council unless the document is a jointly prepared Area Action Plan, to be prepared with South Cambridgeshire District Council.

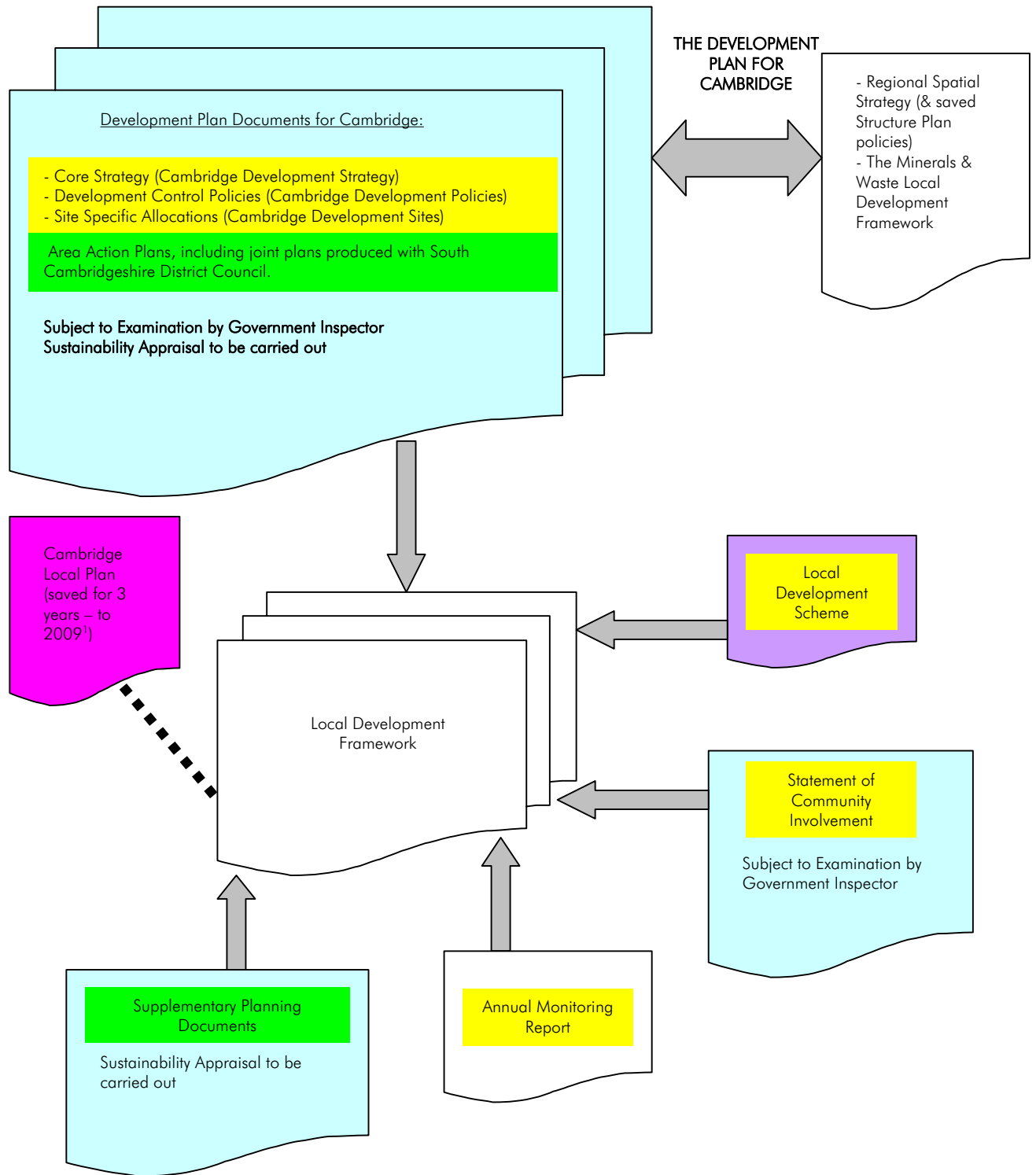
### What is the Cambridge Development Strategy (the Core Strategy)?






1.3 The Cambridge Development Strategy is the document that will set out the strategic elements in the Cambridge Local Development Framework. It is the Core Strategy and will set out a vision for the future of Cambridge, the general locations where development will take place, policy objectives and higher-level policies to guide development planning. Once adopted, other Local Development Framework documents must be in conformity with it, so it is a document of key importance to the future planning of Cambridge.

1.4 The Cambridge Development Strategy has to contain a spatial vision, spatial objectives and a spatial strategy. It will also include the policies needed to implement the Strategy and a system for monitoring whether the Strategy is being delivered.

1.5 The current Local Plan, adopted in 2006, sets out policies on what land uses are most appropriate in which locations and what can be built where. Under the new planning system Local Development Frameworks go beyond this in order to bring together and integrate policies for the development of land with other policies and programmes that influence the nature of places and how they function. These broader issues include health, education and community safety. As these issues are not confined to planning, partnership working with other agencies is vital.

Figure 1: The Cambridge Local Development Framework



	= Local Development Document		= Required Documents		= Saved Local Plan
	= Project Plan		= Optional Documents	<sup>1</sup> Subject to the agreement of the Government Office the Local Plan or parts of it may be saved beyond Julv 2009	

## The Issues & Options Report

1.6 The intention of this document is to find out what you think about a number of key issues and the options available for tackling them. In addition there may be alternative options that you feel the Council should consider. Given the importance of the issues raised by the future development of Cambridge, the Council consider that the public should be consulted at this stage as well as service providers, agencies, landowners and developers. This initial stage will enable the people of Cambridge to help shape and influence the nature of the Strategy at an early stage in the preparation of the document.

1.7 The next stage in the production of the Cambridge Development Strategy will be the preparation of the Preferred Options Report. Further public participation will take place on this before the Strategy is submitted to the Secretary of State for independent examination, but the closer we get to submission the fewer changes we will be able to make. That is why it is vital that the community is engaged at this early stage in the preparation of the Strategy. The process of preparing the Cambridge Development Strategy is set out in figure 2.

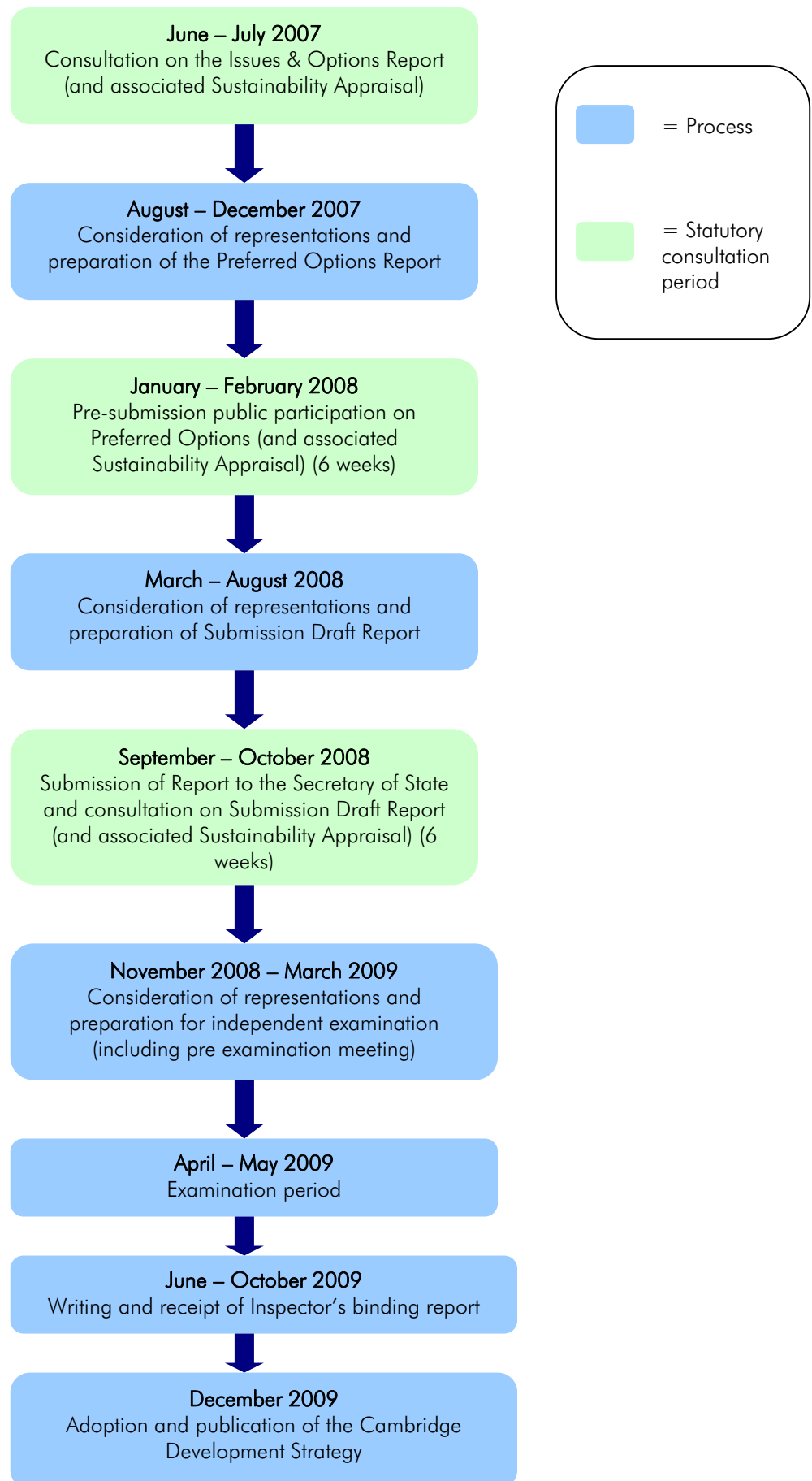
1.8 The Issues & Options Report begins with a summary of the policy context within which the Strategy has to be prepared (Chapter 2) and some background information about Cambridge and the framework for growth that has already been agreed (Chapter 3). Chapter 4 then presents a Vision for how we wish to see Cambridge develop and Strategic Objectives that will help bring about this vision. It then sets out a spatial strategy. This gives broad guidance on how development needs should be met, setting out the main spatial components of the overall Strategy. Chapter 5 then identifies issues and possible policy options for topics including climate change, housing and accessibility.

1.9 Throughout the document your views are sought on the Issues and Options that have been given and on whether or not all of the key issues and policy options have been identified. In some cases it has not been possible to provide alternative options and the reasoning behind this has been set out in a box below the option(s).

## Sustainability Appraisal

1.10 The Cambridge Development Strategy has to be subject to a Sustainability Appraisal, in accordance with government regulations and the European Strategic Environmental Assessment Directive. This is to ensure that the potential social, environmental and economic impacts of the Strategy are considered during its development. A number of sustainability objectives have been developed against which the Strategy will be assessed. These are set out in the Sustainability Appraisal Scoping Report. The appraisal is an independent assessment, carried out by consultants and does not necessarily reflect the views of the City Council. The Sustainability Appraisal will inform the development of policies in the Preferred Options Report. It is available for consultation and a summary is attached as Appendix 1.

**Figure 2:** Draft timetable for the preparation of the Cambridge Development Strategy



## Chapter 2: Policy Context

2.1 The Cambridge Development Strategy has to take into consideration other policies at a National and Local level, and must be in general conformity with the East of England Plan (Regional Spatial Strategy for the East of England).

### National Policy

2.2 National planning policy is set out in Planning Policy Statements, Planning Policy Guidance Notes and Circulars. There is a growing emphasis on climate change in recent government guidance. The Draft Supplement to Planning Policy Statement 1 on Planning and Climate Change sets out how spatial planning can contribute to reducing emissions and stabilising climate change. New proposed legislation and measures regarding climate change and the built environment extend the powers of planning authorities and provide significant opportunity to improve the overall sustainability of development. However, where other controls exist to deal with energy efficiency, for example, like the Building Regulations, planning powers are limited to avoid duplication.

2.3 National planning policy towards climate change is likely to evolve during the course of preparation of the Cambridge Development Strategy and its related documents. It will therefore be important to ensure that these documents set ambitious climate change targets and are also sufficiently flexible to accommodate changes to national planning policy.

### Regional Policy

2.4 At a Regional level current policy is set out in Regional Planning Guidance 6, however this is to be replaced by the East of England Plan in the summer of 2007. A single-issue review of the East of England Plan concerning Gypsies and Travellers is currently underway. A full review of the East of England Plan is expected to start later in 2007 and be completed by 2010.

2.5 The draft East of England Plan sets out a strategy for the Cambridge Sub-region to continue to develop as a centre for excellence and world leader in the fields of higher education and research, while protecting and enhancing the historic character and setting of Cambridge. The draft Plan also sets out the housing target for the City between 2001 and 2021. During this period Cambridge is expected to accommodate a minimum of 19,000 new homes.

### County and Local Level Policy

2.6 The Cambridgeshire and Peterborough Structure Plan 2003 sets out a broad vision and strategy for Cambridge. The Structure Plan requires that 12,500 homes be provided in Cambridge between 1999 and 2016, of which at least 65% should be built on previously developed land. 6,500 homes will be built within the built up area of Cambridge and 6,000 on the edge of Cambridge on land released from the Green

Belt. Many Structure Plan policies are to be carried forward by the East of England Plan.

2.7 In the summer of 2006 Cambridge City Council adopted a new Local Plan; this document contains policies and proposals to guide decisions at a local level. Its policies will remain in place until they are incrementally replaced by the documents making up the Cambridge Local Development Framework.

2.8 The emerging Cambridgeshire and Peterborough Minerals and Waste Local Development Framework will set out the strategy, policy and proposals for dealing with minerals and waste to 2021 and will replace the 2003 Waste Local Plan.

2.9 The Cambridgeshire Local Transport Plan 2006-2011 sets out the vision for transport in Cambridgeshire. This includes within its objectives the creation of an integrated transport system that is accessible to all and which supports the economy and the growing population of the County.

### Community Strategy

2.10 The existing Community Strategy was prepared by the Cambridge Local Strategic Partnership. This Partnership is made up of leading agencies that can impact on people's quality of life in Cambridge. The present Community Strategy sets out an overall vision for the City, identifies a number of issues that the Partnership wants addressing and a smaller number of priority areas for action in the shorter term. The Partnership is seeking to refresh the Community Strategy and to publish a Sustainable Community Strategy in the autumn. They will be consulting with stakeholders during June about the issues and priorities to be included in the Sustainable Community Strategy

2.11 The Cambridge Development Strategy should be the spatial expression of the Sustainable Community Strategy. The vision in this document has been developed with the intention that it can also be shared with the Sustainable Community Strategy.

### Progress on the Cambridge Local Development Framework

2.12 Other documents in the Local Development Framework that we have started work on are:

- a. The *Cambridge East Area Action Plan* – a joint plan with South Cambridgeshire District Council for a large scale urban expansion for 10,000 to 12,000 new homes to the east of the City. This document has been submitted to the Secretary of State and an Examination in Public is scheduled to start 3<sup>rd</sup> July 2007.
- b. A *Consultation Strategy for Planning in Cambridge (Statement of Community Involvement)* – this sets out standards and approaches to involving stakeholders and the community in the production of policy documents and planning applications. This document has been submitted to the Secretary of State and the Council is expecting to adopt it this summer.

- c. The *North West Area Action Plan* – a joint plan with South Cambridgeshire District Council for a large scale urban expansion predominantly for uses relating to the University of Cambridge, including key worker housing for University staff, student housing and new faculty building and research facilities. This document has been through Issues and Option consultation and will be going to the next round of consultation in Autumn 2007.
- d. The *Planning Obligations Strategy Supplementary Planning Document* – this provides the framework for negotiation and use of planning obligation money across the City. The document will be used to secure provision of new and upgraded infrastructure, measures to mitigate adverse impacts of development and measures to address the needs identified to accommodate growth in Cambridge. The Council is expected to adopt it this summer.
- e. The *Sustainable Design and Construction Supplementary Planning Document* – this provides further guidance for applicants of major planning applications on onsite renewable energy, pollution prevention, climate change adaptation, sustainable drainage, water conservation, provision of waste and recycling facilities and sustainable transport. The Council is expected to adopt it this summer.
- f. The *Affordable Housing Supplementary Planning Document* – this is being prepared to facilitate the provision of housing to meet local needs.



## Chapter 3: Cambridge 2007

3.1 Cambridge is predominantly urban and the majority of its existing built-up area is within the City boundary with the exception of part of Cherry Hinton and the Cambridge Science Park, which lie within South Cambridgeshire. Some parts of the City are less than 5 metres above sea level, the highest point being Castle Hill, which is 33 metres above sea level.

3.2 Cambridge has a population of around 111,000 (2005) of which 10% are ethnic minorities. It is the main settlement and regional shopping and service centre within a rapidly growing Cambridge Sub-region, which includes the surrounding villages, new settlements and market towns and which has a population of over 430,000 people.

3.3 It is an internationally renowned historic University City, which attracts over 4.5 million visitors a year. Around 23,000 students study at the two Universities, the University of Cambridge and Anglia Ruskin University. Nearly 20% of students are from ethnic minorities.

3.4 The City is also renowned for its historic and cultural interest. There are 779 Listed Buildings in Cambridge and 10 conservation areas, which encompass 17% of its total area. There are 11 Historic Parks and Gardens, as well as extensive areas of common land. Grantchester Meadows and Stourbridge Common have specific historic and cultural associations and significance (the former with University life, the latter with the medieval Stourbridge Fair). An essential part of the character of Cambridge arises from the extent of its green open spaces and the high tree cover.

3.5 Cambridge is an acknowledged world leader in the field of higher education. It is a centre of excellence for research and knowledge based industries and has a prosperous and dynamic economic base in high technology, and research and development clusters as well as related service sector industries. Unemployment rates are typically low and stood at 1.6% as of April 2006 and economic activity rates are traditionally high. Approximately 79,000 jobs are based in the City with just over 35,500 of these being held by residents of the City. People commuting into the City to work create additional pressures on a constrained transport infrastructure.

3.6 Affordability of housing is an important issue for many groups, but particularly for those on low incomes and key workers. House prices have been on the increase for a number of years and the average price for a house in Cambridge is around £265,000.

3.7 The City is well served in terms of its external strategic communications being at a key location on the road network bounded by the A14/M11 and the A11. It also benefits from good rail links to London and Stansted Airport along with the rest of the eastern region. However, as a small historic city it does suffer from a number of serious internal transport problems, particularly in relation to traffic congestion on radial routes and in respect of public transport capacity in the City Centre.

## What Residents think

3.8 In the 2006 Best Value General Household Survey, residents of Cambridge were asked what is important in making somewhere a good place to live. The seven most important factors identified are given below; the percentage given is the proportion of respondents who gave this as one of the five factors most important to them.

- Affordable decent housing: 55%
- Health Services: 42%
- Parks and Open Spaces: 40%
- Public Transport: 37%
- The level of Traffic Congestion: 36%
- Cultural Facilities: 31%
- Sports and Leisure facilities: 30%

3.9 Other important findings from this survey are:

- 80% of people are satisfied with their local area as a place to live;
- 50% of residents feel they don't belong to their local community.

## Growth Already Agreed

3.10 The Cambridgeshire Structure Plan and Cambridge Local Plan have already committed substantial levels of growth, including 12,500 new homes in Cambridge between 1999 and 2016. They also provide flexibility for growth to continue beyond 2016. The main areas identified for development are:

- a. 4,660 new homes on Cambridge Airport when Marshall's Aerospace relocate operations from the site. This is are part of a larger development of 10,000 to 12,000 homes that straddles the district boundary with South Cambridgeshire District Council of which not all be completed by 2016.
- b. 3,320 new homes on the southern fringe of Cambridge alongside an expanded Addenbrooke's hospital.
- c. 2,300 new homes and land for employment uses at the Cowley Road / Chesterton sidings area to the North East of Cambridge. This will require the relocation of the Waste Water Treatment Works and is part of a larger development that includes land allocated for 600 homes and a new railway station in South Cambridgeshire.
- d. Up to approximately 1,150 new homes and land for University related uses including staff and student accommodation, research and academic buildings between Madingley Road and Huntingdon Road. These proposals are part of a larger development that extends into South Cambridgeshire, which could include up to 2,500 homes and University related development. The final scale of this development is still to be decided by an Area Action Plan being prepared by the Councils.
- e. 1,780 new homes on land between Huntingdon Road and Histon Road.
- f. 650 new homes at Cambridge Station alongside new offices and a high quality transport interchange.

## Chapter 4: Cambridge 2021

### Vision

4.1 A vision for how the City Council would like to see Cambridge develop is set out as Option 1. This has been developed from the vision in the Cambridge Local Plan 2006, adapted to reflect the increasing importance of addressing climate change and to include elements of the existing Community Strategy. A key part of this vision is of a city with residents who feel integrated into the life of the city and part of its success.

#### Option 1

Cambridge will be a sustainable and accessible City that:

- respects its environmental limits and adapts to the challenges of climate change;
- is successful, combining a high level of prosperity with socially mixed, healthy, safe and inclusive communities;
- is attractive, with a high quality natural and built environment;
- is compact, with a thriving historic city centre and a framework of attractive green spaces;
- excels as a world leader in higher education, research and the knowledge-based economy;
- functions as the heart of the Sub-region meeting the service and recreational needs of the City and surrounding area.

No other reasonable alternatives have been identified for consideration because this vision is consistent with the existing Community Strategy, the East of England Plan, and the findings of previous public consultations (RA1).

Question 1: Do you agree with this Vision? What changes would you like to see and why? Should it include greater emphasis on community needs?

### Strategic Objectives

#### Option 2a

To reduce carbon dioxide (CO<sub>2</sub>) emissions from new and existing buildings and activities within Cambridge.

#### Option 2b

To ensure that new development is in locations that are sustainable in terms of the relationship between housing, jobs, services and public transport and are not at risk of flooding.

#### Option 2c

To reduce the need to travel, particularly by car, and improve accessibility by more sustainable modes of transport such as walking, cycling, and public transport.

**Option 2d**

To provide housing as identified in the East of England Plan, including affordable housing to meet needs.

**Option 2e**

To create and maintain distinctive communities which meet the needs of their residents.

**Option 2f**

To require high sustainability standards in the design and construction of new development

**Option 2g**

To require a high quality of design which respects the character of Cambridge and its setting and encourages visually distinctive neighbourhoods.

**Option 2h**

To ensure that the historic environment of Cambridge is conserved and improved.

**Option 2i**

To ensure that the landscape setting of Cambridge contributes to its unique character as a compact dynamic city with green corridors penetrating the urban area.

**Option 2j**

To provide and maintain a strong green structure with an accessible network of green spaces rich in biodiversity.

**Option 2k**

To ensure an adequate supply of land and premises for economic development in order to provide a diverse range of employment opportunities.

**Option 2l**

To enable Cambridge's role as a world leader in higher education, research and knowledge-based industries by supporting the expansion of its successful clusters.

**Option 2m**

To provide shopping, leisure, recreation, arts, cultural, education and other community facilities to meet the needs of residents of Cambridge and the Sub-region.

**Option 2n**

To ensure that the local visitor industry takes into account the needs of local residents, the environment, business and visitors.

No other reasonable alternatives have been identified for consideration because the objectives address key issues identified in previous public consultations, and are consistent with the Community Strategy, the East of England Plan, and national policy guidance (RA2).

Question 2: Do you agree with these Objectives? What changes would you like to see and why?

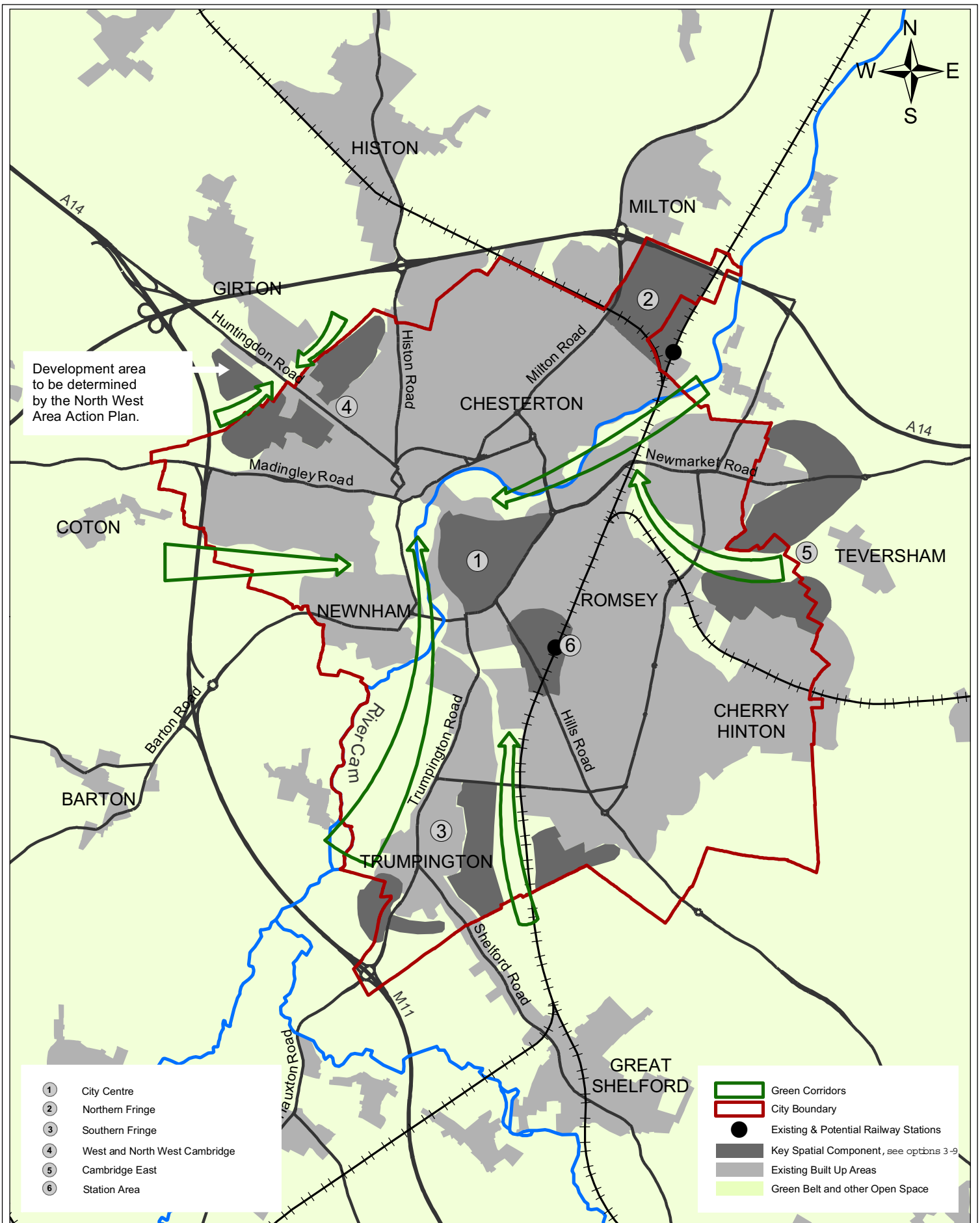


Figure 3 :  
Cambridge in 2021

Date:	23/04/07
Produced by:	Jonathan Saunders
Section/Department:	Policy & Projects, Environment & Planning
Scale:	1:58,000



\*This map is reproduced from Ordnance Survey material with the permission of Her Majesty's Stationery Office (c) Crown copyright. Unauthorised reproduction infringes Crown copyright and may lead to prosecution or civil proceedings.\* Cambridge City Council (Licence No. 100019730) 2007.

## The Spatial Strategy

4.2 Implementation of the spatial strategy will see Cambridge develop as a more multi-centred city, which is highly accessible by high quality public transport, walking and cycling. The main components of the spatial strategy are shown in Figure 3. These are:

### City Centre

#### Option 3

A thriving City Centre. The historic City Centre and the surrounding central areas will be enhanced as the focus for civic activities, the two universities, shopping and leisure, and as a distinctive residential community. Streets and public spaces in the City Centre will be enhanced and made more friendly to the pedestrian as access by the private car is progressively discouraged by physical barriers and demand management measures. The accessibility of the City Centre for pedestrians, cyclists, and users of taxis and public transport will be improved, and special consideration will be given to the needs of disabled people.

No other reasonable alternatives have been identified for consideration because this approach is consistent with national planning policy guidance, with the East of England Plan and saved Structure Plan policies, with the Community Strategy and with the Local Transport Plan (RA3).

### City Edge

#### Option 4

The consolidation or development of four peripheral mixed use centres to the north, south, west and east of the City as a focus for future employment and residential expansion, connected to each other and to the City Centre by high quality public transport.

No other reasonable alternatives have been identified for consideration because this approach is consistent with national planning policy guidance, with the East of England Plan and saved Structure Plan policies, with the Community Strategy and with the Local Transport Plan (RA4).

### Northern Fringe

#### Option 5

To the north of the City, a mixed use development is proposed around a new railway station and transport interchange at Chesterton Sidings (in South Cambridgeshire) and adjoining land within the City.

No other reasonable alternatives have been identified for consideration because this approach is consistent with national planning policy guidance, with the East of England Plan and saved Structure Plan policies, with the Community Strategy and with the Local Transport Plan (RA5).

4.3 Two further options concern the nature of this mixed-use development consequent upon the future of the Waste Water Treatment Works and sidings.

#### Option 5a

If the Waste Water Treatment Works is relocated, this will allow a residential led form of development.

#### Option 5b

If the Waste Water Treatment Works and sidings are retained, this will require an employment led form of development.

No other reasonable alternatives have been identified for consideration because this approach recognises the two main alternative approaches available for development in this location (RA6).

### Southern Fringe

#### Option 6

To the south of the City, Addenbrooke's Hospital will develop as a regional hospital and a centre of excellence for associated biomedical and biotechnology research and development activities, related higher education or research institutes. This expansion will be supported by improvements to transport infrastructure on the south side of the City including high quality public transport. The access road linking the hospital to Hauxton Road will provide access to new residential communities to the east and south of Trumpington.

No other reasonable alternatives have been identified for consideration because this approach recognises that implementation of this spatial strategy is already in progress and because there is no requirement in the East of England Plan to undertake a further review of the Green Belt boundary (RA7).

### West and North West Cambridge

#### Option 7

To the west of the City, the University of Cambridge will complete development of its West Cambridge site for teaching, academic research, sports and residential facilities, as well as further expansion of commercial research facilities. Its further growth needs will be accommodated in north-west Cambridge between Madingley Road and Huntingdon Road. Separate from the needs of the University land is also identified for a new residential community between Huntingdon Road and Histon Road.

No other reasonable alternatives have been identified for consideration because the implementation of this spatial strategy is already in progress, because the Structure Plan identifies this site for University related development, and because there is no requirement in the East of England Plan to undertake a further review of the Green Belt boundary (RA8).

### Cambridge East

#### Option 8

To the east of the City, Cambridge Airport and land north of Newmarket Road will be developed as a distinctive mixed use community which will complement and enhance the character and facilities of the existing City (the site includes land in South Cambridgeshire District).

No other reasonable alternatives have been identified for consideration because this approach recognises that the implementation of this spatial strategy is crucial to meeting the long term development needs of Cambridge, and is one which requires a stable planning policy framework (RA9).

### Station Area

#### Option 9

The regeneration of the Station Area as a mixed-use City district built around an enhanced transport interchange. The Station Area will be regenerated with high density residential and commercial development which will support a dramatic improvement to the quality of the transport interchange, improving the facilities for pedestrians, cyclists, buses, taxis, and drop-off, whilst consolidating but not increasing the amount of car parking for rail users. The street environment will be enhanced by local retail, leisure and community facilities, and a new 'gateway' to Cambridge will be created to provide an appropriate arrival point at a major historic city.

No other reasonable alternatives have been identified for consideration because this approach recognises the need for regeneration and the suitability of the site for high-density development, and the opportunities offered and the need for improved transport infrastructure (RA10).

### Residential Communities

#### Option 10

The creation and retention of distinctive residential communities which have access to a wide range of local facilities and which provide a high quality living environment.

No other reasonable alternatives have been identified for consideration because this approach recognises the importance of sustainable communities to the future of the City (RA11).

## Landscape Structure

### Option 11

The enhancement and protection of Cambridge's landscape structure including:

- a. the network of central parks and commons;
- b. the river valley and green corridors that penetrate the City;
- c. the open countryside close to the historic City Centre to the south and west, and
- d. the landscape setting of the City.

No other reasonable alternatives have been identified for consideration because this approach reflects analyses of the landscape structure of the City and its Green Belt and the importance attached to these spatial elements by the residents of the City (RA12).

4.4 A large part of the character of Cambridge arises from its extensive network of internal green spaces and its close relationship with the surrounding countryside and necklace villages.



## Chapter 5: Key Issues and Options

5.1 This section sets out the key issues by topic. Policy options have been developed in response to the identified issues and to inform policy choices. Policies included in the final Cambridge Development Strategy will need to be strategic. More detailed policies will be included in the Cambridge Development Policies and Development Sites documents to be produced.

### Sustainability

5.2 The aim of the Local Development Framework is to ensure that Cambridge develops in the most sustainable way possible. This means delivering our social and economic aspirations without compromising the environmental limits of the City for current or future generations.

5.3 Sustainability is at the heart of the planning process as stated in Planning Policy Statement 1 and its Draft Supplement. Sustainability considerations will affect where new development is located and how that development is laid out and connected to the rest of the City and beyond. It will help ensure that this development is well served by local shops and services and will make it easier for people to live close to where they work. It will ensure our energy needs are met as sustainably as possible, with decentralised and renewable energy technologies and that pressure on existing resources such as water is reduced as much as possible. It will also help ensure that development is not built in areas of flood risk and that the increased likelihood of downstream flooding from new developments is minimised. Existing greenspaces and biodiversity will be protected and enhanced, with new spaces created for the benefit of wildlife and so that more people can easily access and enjoy them.

### Climate Change

#### Context

5.4 There is an overwhelming body of scientific evidence that human activity is changing the world's climate, due largely to the emissions of carbon dioxide and other greenhouse gases. The recent Stern Review identified that climate change will have profound and rising costs for global and national prosperity, people's health and the natural environment. Government guidance is clear that effective spatial planning is one of the many elements required in a successful response to climate change. Planning policies should address the causes and potential impacts of climate change, through policies which reduce energy use, reduce emissions (e.g. by encouraging patterns of development which reduce the need to travel, especially by private car), promote development of renewable energy sources, and take climate change impacts into account in the location and design of development.

5.5 At a strategic level, the large scale development of housing in the urban extensions should reduce the pressure to commute into Cambridge, as people will be

able to live nearer to where they work. Combined with improvements to sustainable modes of transport, this will be important in reducing emissions causing climate change. However, the amount of development proposed and the associated increase in population will make it difficult to reduce the overall carbon footprint of Cambridge. Therefore it is important that sustainable growth is accompanied by reduced per capita emissions from those living and working in Cambridge.

5.6 National objectives have been set to reduce the UK's carbon dioxide emissions by at least 60% by 2050, with real progress towards this target by 2020. Cambridge will need to play its part in helping to reach this goal, balancing the overall increased emissions due to the high level of growth, with the opportunities that new development offers for reducing carbon emissions, through such measures as improving energy efficiency and the provision of decentralised and renewable energy sources. It is likely to also involve finding and making maximum use of opportunities to make similar improvements to existing building stock in the City.

5.7 Mitigating the impacts of climate change means reducing the likelihood of further changes to our global climate as a result of rising greenhouse gas emissions. This involves tackling emissions from many aspects of our lives, including the energy used to power our buildings, as well as the energy we use for travel, producing and distributing food and providing services. Adaptation to the inevitable impacts of climate change refers to those changes to our climate which have already been caused by excessive emissions and cannot be prevented. For the East of England this may mean adapting our buildings and lifestyles to longer, hotter summers, milder winters and an increase in storm intensity among other predicted effects. Rainfall patterns will change and this may affect the availability of ground water which is the main source of water supply for the city.

5.8 Household energy use in Cambridge is rising. The average use of gas per household in Cambridge in 2004 was 20.89MWh per annum and average electricity use was 4.26MWh. Overall there has been a slight increase in both since 2001. There is no large scale renewable energy generation currently in Cambridge and existing microgeneration from renewables in Cambridge is very limited. There is considerable scope to improve, however, some technologies may not be suited to the urban environment and large scale solutions within the boundary may be limited. There is potential for energy saving and generation from microrenewables such as solar panels. Travel trends are considered in the accessibility section below.

## Issues

- C1 How should increasing carbon emissions in Cambridge be tackled?
- C2 What opportunities do the urban extensions present to deliver significant carbon emission reductions?
- C3 How can carbon emissions from the existing built environment be reduced as development within the City comes forward?
- C4 How can the lack of renewable energy generation in Cambridge and the need to reduce energy consumption from existing developments be addressed?

C5 How should developments be designed to adapt to inevitable climate change and reduce the impacts of this for surrounding development?

Question 3: Do you think that there are any other issues to consider? If so, what are they and why?

### Policy Options

#### Option 12a

Develop policies relating to climate change that deal with mitigation and adaptation that result in a reduction in the per capita carbon emissions of those living and working in Cambridge.

Or

#### Option 12b

Develop policies relating to climate change that deal with mitigation and adaptation that will make real progress towards reducing the overall carbon emissions of Cambridge.

No other reasonable alternatives have been identified as the Government has put the UK on a path to zero carbon development by 2016 with the new draft PPS Climate Change supplement and proposed changes to the building regulations set out in 'Building a Greener Future'. Adaptation to inevitable climate change is also dealt with in various planning policy statements including the PPS on Climate Change where adaptation and mitigation are set out as the highest government priority and in the new PPS25 on Flooding and Flood Risk. (RA13).

Question 4: Do you think that there are any other policy options to consider? If so, what are they and why?

## Housing

### Context

5.9 The demand for housing in Cambridge is high because of our overall prosperity, strong economy, attractive environment, good transport links and successful Universities. A previously restrictive Green Belt boundary has also affected housing supply. These factors and a location close to London have given the City high house prices and a growing problem of housing affordability. Only 12% of households could afford to buy the average first time buyers property in Cambridge in 2005/06 reflecting a growing imbalance between household income and the cost of homes.

5.10 The Government, in its proposed changes to the East of England Plan will require the City to accommodate a minimum of 19,000 new homes between 2001 and 2021. We also have to plan for at least a 15 year supply of housing from the date a plan is adopted, and to accommodate this growth would require building at a rate of 1,110 homes per year for the initial period after 2021. Assuming that the Cambridge Development Strategy is adopted in 2009 this would mean a total minimum increase in the number of new homes of 22,330 between 2001 and 2024, which is an increase of 51% in the number of homes in the City.

5.11 The provision of more affordable housing is a priority of the Community Strategy and for Cambridge residents. Affordable housing means housing subsidised in some way for people whose needs are not met by the market.

5.12 The Council has a responsibility to consider the housing needs of Gypsies and the Travelling community.

#### Issues:

- H1 How much housing can be provided on previously developed land and on land already released from the Green Belt?
- H2 Should housing densities be increased to optimise this subject to environmental limits and infrastructure constraints?
- H3 If there is a shortfall, should further land be released from the Green Belt for housing development in advance of the review of the East of England Plan, which is scheduled to complete in 2010, and which will be able to consider the merits of a Green Belt review alongside alternative provision scenarios elsewhere in the Cambridge Sub-region?
- H4 How can we increase the supply of affordable housing in new developments?
- H5 How can the needs of Gypsies and Travellers be provided for?

Question 5: Do you think that there are any other issues to consider? If so, what are they and why?

#### Policy Options

5.13 The following broad policy options can be identified, however the outcome of three key studies, a Strategic Housing Land Availability Assessment and a Strategic Housing Market Assessment, and also the Gypsy and Traveller review of the East of England Plan will be important in deciding what will be taken forward. The Housing Market Assessment will include information on the housing mix and dwelling sizes that should be sought in new development. The extent to which any option can be translated into policy will be subject to the environmental limits and infrastructure constraints of the City. Increased densities can be achieved through taller buildings or more intensive low-rise development.

**Option 13a**

Urban intensification: delivering extra homes by increasing densities on existing housing sites.

Or

**Option 13b**

Urban intensification and reuse: as option 13a but also allocating existing employment and other land uses for housing or mixed use development including residential.

No other reasonable alternatives have been identified for consideration in respect of these options because they encompass the possible ways in which additional homes can be delivered within the existing urban area (RA14).

**Option 14a**

Urban extension: as option 13b but making up any shortfall in provision by releasing Green Belt land for housing development subject to the particular purposes of the Cambridge Green Belt.

Or

**Option 14b**

No new urban extension: as option 13b but recognising that it may not be possible to deliver the release of further land from the Green Belt without unacceptable harm, and also because it may be more sustainable to plan to provide the additional homes elsewhere in the Cambridge Sub-region through the review of the East of England Plan.

No other reasonable alternatives have been identified for consideration in respect of these options because they encompass the remaining ways in which additional homes can be delivered. There clearly must be constraints on the amount of new homes that can be accommodated in Cambridge given its limited area, historic environment, and limited infrastructure as well as the importance of its Green Belt. The East of England Plan policy on housing delivery H1 has to be read alongside the historic environment policy ENV6 and the Cambridge Green Belt policy CSR3 in planning for Cambridge. It cannot be assumed that it must take precedence over them (RA15).

**Option 15a**

Requiring affordable housing provision on smaller sites (currently only developments of 15 homes or more or sites of 0.5 hectares or more are required to provide affordable housing).

Or/and

**Option 15b**

Increasing the percentage of affordable housing on housing development sites from the existing 40% or more requirement.

Or/and

**Option 15c**

Expecting employment developments to contribute towards providing affordable housing.

No other reasonable alternatives have been identified for consideration in respect of these options because they encompass the different ways in which the supply of affordable housing could be increased (RA16).

**Option 16a**

Provide a site or sites for Gypsy and Traveller occupation if required to do so by the Gypsy & Traveller review of the East of England Plan.

Or

**Option 16b**

Provide a site or sites for Gypsy and Traveller occupation even if not required to do so by the Gypsy & Traveller review of the East of England Plan in recognition of the need for such provision in the Cambridge area.

Or

**Option 16c**

That if the Gypsy & Traveller review of the East of England Plan does not require any site provision for Gypsy & Traveller occupation in Cambridge, that none be provided.

No other reasonable alternatives have been identified for consideration in respect of these options because they encompass the different ways in which Gypsy & Traveller needs can be addressed in Cambridge (RA17).

Question 6: Do you think that there are any other policy options to consider? If so, what are they and why?

## Accessibility

### Context

5.14 Cambridge is a compact City, where cycling and walking are attractive and popular. 16% of all journeys in the centre (crossing the River Cam in a survey in 2005) are on foot and 12% by bicycle, while about half are by car, which is lower than other cities. The number of cars entering the city has stabilized at 1995 levels of

around 186,000 a day. However, there is a considerable amount of car commuting and only limited road space. Cambridge is one of the few areas outside London where bus patronage is growing (14% in 2005) and passenger numbers increased from just under 49,000 per 12-hour day in 2003 to 54,000 in 2005.

5.15 The ease with which people can get to work, to schools, to shops, to health care etc. is referred to as “accessibility”. Good accessibility is very important, as people’s ability to access employment, education, health care and other community facilities, shopping, leisure facilities and other opportunities makes an impact on their quality of life and opportunities such as employment and learning.

5.16 New development should offer realistic, safe and easy access by a range of transport modes, and not exclusively by car. Development plans can help to provide good accessibility and enable people to make sustainable travel choices by shaping the pattern of development and influencing the location, scale, density, design and mix of land uses. Developments with a broad range of transport opportunities help to promote social inclusion. People on low incomes, families with young children and older people have less access to private transport are more dependent on services closer to home.

5.17 Good development planning will still need to be supported by the provision of new transport infrastructure, such as new busways, cycleways, or strategic road links. This may be paid for by the development, but for larger scale development may require external funding. If large-scale infrastructure is necessary for development, this can introduce funding (and possibly environmental) problems which will make delivery of development difficult. With the availability of improved transport alternatives, there will be less need for car use by residents of new developments and by residents elsewhere in the City. In particular, the future availability of high quality public transport services will reduce the need for new highway infrastructure to cater for increased car use. However, the benefits of reduced emissions (per capita or overall) from less car use, will require greater funding for public transport, including some new bus infrastructure (e.g. extensions to Guided Bus). The environmental impacts of new transport infrastructure, for example on open space and the built environment, will need to be assessed and kept to a minimum.

5.18 Within Cambridge responsibility for transport is spilt between the City Council and the County Council. The County Council as Highway Authority has responsibility for transport planning and strategy as well as primary responsibility for roads and transport management, including on street parking. As Planning Authority the City Council is responsible for land use planning, i.e. new development, including negotiating financial contributions (“Section 106” agreements) for development related infrastructure. The City Council considers that Section 106 funding is unlikely to be sufficient to provide all of the required transport infrastructure and so there will be a need for additional investment from Government.

## Issues

A1 How far can good accessibility be provided through development planning?

- A2 What transport infrastructure needs to be provided to ensure good accessibility?
- A3 Are there environmental limits to the introduction of new transport infrastructure?
- A4 What should be the balance between providing access by public transport, walking and cycling and by car? (in Cambridge East Area Action Plan, a maximum of 40% of trips by car is proposed – should this be the case generally?)
- A5 Are additional measures required to ensure social inclusion (e.g. for people with disabilities and those on low incomes)?

Question 7: Do you think that there are any other issues to consider? If so, what are they and why?

## Policy Options

### Option 17a

To plan development so that it is inherently less dependent on car usage, with car traffic 40% or less of the total generated traffic, and the majority of trips by public transport, walking and cycling. This will allow more intensive development, as the impact from car traffic and car parking will be less. Given the high level of cycling and increasing public transport use in Cambridge, this option seems achievable with a relatively modest change in behaviour.

Or

### Option 17b

To plan development to recognise that people will continue to want to use cars and accept that car traffic will be more than 40% of the total generated traffic even if good public transport, walking and cycling facilities are provided. This will limit the scale of development because of the greater traffic impacts, but it may be more realistic to plan for people to continue to use (and park) their cars if little behavioural change is likely in the future.

Or

### Option 17c

To plan development so that it is inherently less dependent on car usage, with car traffic 30% or less of total generated traffic, and the majority of trips by public transport, walking and cycling. This will allow more intensive development, as the impact from car traffic and car parking will be less. Although there are high levels of cycling and increasing public transport use in Cambridge, this option would require significant changes in behaviour.

No reasonable alternatives have been identified for consideration because these options encompass the different ways in which this issue can be addressed. (RA18).

Question 8: Do you think that there are any other policy options to consider? If so, what are they and why?

## Environment and Design

### Context

5.19 Cambridge has a rich heritage and is internationally famous for the quality of its built environment. An essential part of the character of the City stems from the spaces and grounds around buildings and the important role of trees and other landscape features. The interface between the urban edge and the countryside is important to the setting of Cambridge.

5.20 The unique layout of the City arises in part from the presence of the University of Cambridge, the colleges and their land ownership. Pressures for more housing in Cambridge and its development as a service centre have already led to the release of large areas of land from the Green Belt and put pressure on the existing developed areas.

5.21 The benefits of accessible green space on the quality of life and the importance of biodiversity are increasingly being recognised. The planned expansions to the City provide the necessity and opportunity to provide new public open space. Currently there is 0.57 hectares of semi-natural green space per 1,000 people.

5.22 New development needs to respect the heritage of the City, and be of a high quality of design, reflecting a sense of civic pride and incorporating public art. It also must respond to the need to accommodate growth in a sustainable manner. The scale of new development is such that it presents an opportunity to address the overall environmental impact of the City. If all new development is built to a high sustainability standards then it should be possible to at least reduce the environmental impact per person, if not for Cambridge as a whole. Sustainable lifestyles can be promoted through high quality urban design at a neighbourhood level with good layouts and landscape provision, creating an environment where walking and cycling are safe and attractive and the dominance of the car is reduced. New development should take full account of climate change, for example through using drought resistant species and providing adequate shading.

### Issues

- EN1 How can the landscape setting of Cambridge be conserved and enhanced?
- EN2 How can the conservation of the historic environment, especially historic buildings and conservation areas continue to be reconciled with pressure for change in a prosperous and rapidly growing City?
- EN3 How can it be ensured that in future the existing landscape, including trees, continue to be part of the high quality environment enjoyed by residents?

EN4 How can existing greenspaces be protected, biodiversity enhanced and sufficient new semi-natural greenspaces be provided?

EN5 How can it be ensured that new development is of a high quality of design overall and that civic design is of a standard akin to the best examples of the University and Colleges?

EN6 How can it be ensured that all development is of sustainable construction?

EN7 How can a high quality of design be ensured for the public realm in the creation of new spaces and the enhancement of existing spaces?

Question 9: Do you think that there are any other issues to consider? If so, what are they and why?

## Policy Options

### Option 18a

Protect the landscape setting of Cambridge by not allowing releases of land from the Green Belt and ensuring that new development on the edge of the City respects and enhances the existing urban edge.

Or

### Option 18b

Protect the landscape setting of Cambridge by maintaining a Green Belt, but allowing a limited review of its boundaries and ensuring that new development on the edge of the City respects and enhances the urban edge.

No other reasonable alternatives have been identified for consideration as these options comprise the only two alternatives consistent with National and Regional policy (RA19).

### Option 19a

To develop sustainable design and construction policies that relate only to major development.

Or

### Option 19b

To develop sustainable design and construction policies to address all scale of development in the City, (excluding the most minor alteration work).

No other reasonable alternatives have been identified for consideration because this approach is consistent with National and Regional policies (RA20).

### Option 20

Protect the natural environment, including open spaces, features of nature conservation interest, networks of biodiversity habitat that link the city to the surrounding area and the City's tree stock, and require new development to provide new public open spaces, tree planting and enhance biodiversity.

No other reasonable alternatives have been identified for consideration because this approach is consistent with National and Regional policies (RA21).

### Option 21

Conserve the historic environment, including listed buildings, Scheduled Ancient Monuments, sites of archaeological importance, and Conservation Areas and require development to respect the historic environment and contribute to local identity and sense of place.

No other reasonable alternatives have been identified for consideration because this approach is consistent with National and Regional policies (RA22).

Question 10: Do you think that there are any other issues to consider? If so, what are they and why?

## Economy

### Context

5.23 Cambridge has a prosperous knowledge based economy of local, regional and international importance. It is also a major Sub-regional service centre. Cambridge is the economic focus of the Sub-region providing 79,000 jobs and 3,500 VAT registered businesses in 2006. In 2001 just over 35,500 residents of Cambridge worked within the City. Consequently a large proportion of the workforce commute. In 2006 unemployment represented 1.6% of the workforce. Skill shortages are a key issue. Cambridge has a large number of high technology companies in and around the City that form a number of nationally important "clusters", including a life sciences cluster and a strong ICT cluster. Much employment development over recent years has been dominated by research and development uses B1(b). The supply of land in Cambridge is limited and for new employment development the principle of selective management will be applied. The Council has commissioned an Employment Land Review that will examine in detail the existing and future potential provision of land for employment uses within Cambridge.

### Issues

- E1 Employment land provision has been significantly eroded in recent years due to increasing demand for housing land. To what extent should this continue?
- E2 Future provision of employment land within the City and its fringes will become more important if we are to meet the needs of a growing City and a world-class cluster.
- E3 How much land is needed to meet the regional economic targets, having regard to achieving a better balance of jobs and homes in the Cambridge area and so reduce commuting?

- E4 How can the Council ensure sufficient land is brought forward of suitable quality and in the right locations to meet expected demand, provide for choice and a more sustainable form of development?
- E5 Should employment development densities be increased to optimise the potential of existing and new employment sites subject to environmental limits and infrastructure constraints?
- E6 Is the timing of sites coming forward affecting the supply of employment land in Cambridge?
- E7 Whether further land should be released from the Green Belt for employment development?
- E8 What should Cambridge City Council do to support the economic success of Cambridge?
- E9 Would Cambridge's plans for more sustainable growth be enhanced by the encouragement of a conservation and energy research cluster in the City?

Question 11: Do you think that there are any other issues to consider? If so, what are they and why?

### Policy Options

5.24 There a number of options open to the Council in seeking to address the issues identified. The following broad policy areas have been identified, however the outcome of the Employment Land Review will be an important factor in deciding what will be taken forward.

#### Option 22a

If the Employment Land Review identifies that future business needs can be met within existing allocations and predicted windfall sites then no new employment allocations will be needed.

Or

#### Option 22b

If the Employment Land Review identifies gaps in the supply of land then consider higher density development than in the past subject to careful consideration of the impacts on the environment, design, amenity and setting, transport and infrastructure, and in sustainable locations.

Or

#### Option 22c

If the Employment Land Review identifies gaps in the supply of land then seek to provide a range of new sites sequentially and in sustainable locations in this order of preference: strategic employment sites (identified in option 24), previously developed sites in sustainable locations, mixed use schemes in less prime locations and finally intensifying employment development in the edge of City urban extensions.

No other reasonable alternatives have been identified for consideration as these options represent the three alternative options open to the Council following the evidence from the Employment Land Review. The approach in 22c recognises the hierarchy for development contained in the East of England Plan while adding specific detail for where development would be appropriate in Cambridge (RA23).

### Option 23

Include a policy to consider what forms of development need protection to ensure local employment needs are met.

No other reasonable alternatives have been identified for consideration as this approach recognises the pressures from housing on employment land in Cambridge and the fact that some land will need to be protected from other forms of development (RA24).

### Option 24

A policy that identifies readily serviceable regionally strategic employment sites of the quality and quantity to meet the needs of business as identified through the Employment Land Review. These sites could be Cambridge East, Addenbrooke's Hospital, land at North West Cambridge and possibly Cambridge Northern Fringe East.

No other reasonable alternatives have been identified for consideration as this approach recognises the need for Local Development Documents to identify such locations set out in the East of England Plan (RA25).

Question 12: Do you think that there are any other policy options that should be considered? If so, what are they and why?

## Higher and Further Education

### Context

5.25 Cambridge has around 23,000 students studying at its two Universities (the University of Cambridge and Anglia Ruskin University). The Universities are major landowners, employers and generators of employment. Other education providers, such as Cambridge Regional College, are also important.

5.26 Regional planning policy sees Cambridge continuing to develop as a centre of excellence and world leader in the fields of higher education and research. By 2025 the University of Cambridge's total student numbers are expected to be around 21,000 and the total number of staff is expected to be around 14,000. Some of this growth will be accommodated on sites already allocated for development at the North West Cambridge and the West Cambridge sites. Anglia Ruskin University project their

student numbers to increase to around 11,600 by 2009/10. Their central site has limited potential for development due to the presence of temporary buildings and a commitment to reduce on-site parking. The University has produced a draft development framework to provide context for improvement and rationalisation over the next 5-10 years. Some sites for student accommodation for Anglia Ruskin University have been allocated in the 2006 Cambridge Local Plan. It will be important to ensure that any new facilities provided in association with higher education development also benefit the wider community, for example by shared use of associated sports provision.

5.27 The urban extensions will result in a steadily growing population in the 16 – 18 year age group. In addition to this, the government is proposing increased participation rates. Education for this age group is mostly in sixth form colleges; Long Road and Hills Road Colleges and Cambridge Regional College currently being the main providers. The Learning Skills Council is the main body responsible for this provision.

### Issues

- HE1 Both universities are affected by the high cost of housing in Cambridge, which is harming their ability to recruit and retain staff.
- HE2 Anglia Ruskin University is short of student residential accommodation and is heavily dependent on houses acquired on short leases and on lodging accommodation with local families, all of which create pressure on the housing market in Cambridge.
- HE3 How to deal with the implications of the proposed levels of growth and possible relocation at both the University of Cambridge and Anglia Ruskin University?
- HE4 How can it be ensured that adequate provision is made to meet the educational needs of 16 – 18 year olds?

Question 13: Do you think that there are any other issues to consider? If so, what are they and why?

### Policy Options

#### Option 25

To allow for and enable development/redevelopment to meet the proven needs of the University of Cambridge, Anglia Ruskin University and the sixth form sector in a sustainable manner, in order to strengthen Cambridge's role as a world leader in higher education.

There are considered to be no other reasonable alternatives to this policy option as this approach is in conformity with the requirements of the East of England Plan and recognise the importance of the Universities to the national, regional and local economy (RA26).

Question 14: Do you think that there are any other policy options that should be considered? If so, what are they and why?

## Shopping

### Context

5.28 Cambridge is a popular shopping destination. It is identified as a regional centre for retail and other town centre uses in the draft East of England Plan. Shopping in the City Centre is divided between the historic centre and the Fitzroy-Burleigh area, which includes the Grafton Centre. Currently large scale retail development is taking place in the City Centre with the development of the Grand Arcade and Christ's Lane, and in recent years the Grafton Centre has also expanded. There are District Centres on Mill Road and at Mitcham's Corner and 22 local centres throughout the City. These are important for providing day-to-day needs for the residents of Cambridge. Retail warehousing providing bulky goods is found in out of centre sites in the Newmarket Road area, at the Cambridge Retail Park and the Beehive Centre. The growth of internet shopping may have an influence on retail in Cambridge in the future.

### Issues

- S1 How to ensure the continued vitality and viability of the City Centre?
- S2 Whether there is a need for additional shopping in Cambridge, including food stores, comparison shopping (such as clothing, footwear, household and recreational goods), and retail warehousing (usually bulky goods catering for mainly car-borne customers), and the most sustainable locations for this. A retail study will be commissioned to inform this.
- S3 How to maintain and improve local and district shopping in Cambridge and ensure that there is appropriate provision in the new urban extensions?

Question 15: Do you think that there are any other issues to consider? If so, what are they and why?

### Policy Options

#### Option 26

Setting out a hierarchy of centres to ensure that the City Centre is the focus for new shopping, service and leisure uses. It is likely that this hierarchy would be the City Centre (the historic centre and the Fitzroy-Burleigh area) first, then the new large District Centre in East Cambridge, then District Centres and finally Local Centres. A sequential approach would be applied in selecting appropriate sites for development using this hierarchy. It is envisaged that Cambridge East would have a large District Centre and also a number of local centres, and the other urban extensions would only have local centres.

No other reasonable alternatives have been identified for consideration because this hierarchy is consistent with the sequential test and the typologies for different types of centres set out in Planning Policy Statement 6: Planning for Town Centres. Cambridge East is of sufficient size and there will be sufficient land available to justify provision of a greater range of shops and facilities than would be found in the other District Centres in the City. The Cambridge East Area Action Plan, which will be subject to Examination in July 2007, specifies that there will be a large District Centre (RA27).

Question 16: Do you think that there are any other policy options that should be considered? If so, what are they and why?

## Leisure, Community Facilities and the Visitor Industry

### Context

5.29 Cambridge acts as a service centre, meeting the needs of residents of the City and surrounding area for leisure and community facilities. It has an extraordinary heritage of museums, libraries, collections, culture and arts activities, much of it centred on the University of Cambridge. Figures from 2004 show that Cambridge attracted over 4.5 million visitors with 958,300 staying visitors and 3,630,000 day visitors. The visitor industry employed around 6,800 full-time equivalent jobs in Cambridge, which equates to around 9,200 actual jobs, and has an overall annual value of over £355 million. A survey of 1,216 visitors carried out in 2003 found that over half of all visitors arrived by car, with 31% travelling by train.

5.30 Addenbrooke's Hospital is the main local hospital for most of the Sub-region (excluding Huntingdon). It is also the regional specialist centre for East Anglia and a centre of clinical education and biomedical research. 66% of addresses in Cambridge are within 400 metres of district and local centres, 37% are within 400 metres of a doctor's surgery and 40% are within 400m of a primary school.

5.31 It is widely accepted that investment in social and community development infrastructure is important to the creation of sustainable communities. This social infrastructure, which includes community development workers and financial support for interim provision and towards the start up costs of key community facilities, is a key component of the successful development of growth areas. Community development can be delivered through agencies, partnerships and through the activities of the community, voluntary and faith sectors.

5.32 The City Council is aware of the existing needs of some faith groups for places of worship, as well as the additional needs that will arise through new development. There is a wider community benefit of providing for faith groups; they can play an important role in supporting newly emerging communities and providing community

services such as childcare, supporting people who may feel isolated such as younger or older people. A study about the best practice in the provision for faith communities in major new developments is being undertaken and this will inform the development of our policies towards this activity.

5.33 As the City and Sub-region grow it is essential that this is accompanied by leisure facilities. There is no surplus arts, cultural, recreational and sports provision in the City to meet the needs of the growing population. Cambridge has been identified as a possible location for new Sub-regional facilities such as a community sports stadium, ice rink and concert hall.

### Issues

- L1 How can it be ensured that adequate arts, cultural, recreational and sports facilities are provided to meet the needs of the growing City?
- L2 How can it be ensured that adequate community facilities, including public sector provision for health care and education, are provided in a timely manner in accessible locations to meet the needs of existing and future residents?
- L3 To what extent should the planning system seek to facilitate the provision of places of worship and how could this be achieved?
- L4 How to ensure that the visitor industry develops in a sustainable way, minimising adverse impacts on residents and the environment while maximising benefits.

Question 17: Do you think that there are any other issues to consider? If so, what are they and why?

### Policy Options: Leisure and Community Facilities

#### Option 27a

Policies should be included to protect existing facilities and make provision to meet the needs of the expanding City and the Sub-region in accessible locations for: arts, culture, recreation, sports, education, health and other community facilities.

Or

#### Option 27b

No specific policy. These issues are adequately covered by the East of England Plan and the objectives and policies would be included in the lower order policy documents.

No other reasonable alternatives have been identified for consideration because this is consistent with National and Regional policies and these options comprise the only two alternatives (RA28).

### Policy Options: Faith

#### Option 28a

Include a policy to meet the needs of faith communities through a requirement that suitable land be set aside that can only be developed for such uses, and also by allowing faith developments on sites that would otherwise be protected for other developments and users.

Or

#### Option 28b

No specific policy should be included regarding faith provision given the lack of national and regional planning policy guidance and the lack of agreed methodology with respect of its provision

No other reasonable alternatives have been identified for consideration because these options comprise the only two alternatives (RA29).

### Policy Options: The Visitor Industry

#### Option 29a

Existing visitor accommodation and facilities should be protected and proposals for new accommodation and visitor attractions supported in accessible locations.

Or

#### Option 29b

No specific policy. These issues are adequately covered by the East of England Plan and the objectives and would be policies would be included in the lower order policy documents.

No other reasonable alternatives have been identified for consideration because these options comprise the only two alternatives (RA30).

Question 18: Do you think that there are any other policy options that should be considered? If so, what are they and why?

## Infrastructure and Implementation

5.34 It will be necessary to ensure that development will be carried out in a timely manner, supported by appropriate infrastructure such as water, drainage, power, sewage disposal and telecommunication as well as transport and community facilities.

5.35 The use, implementation and subsequent effects of policies will need to be monitored. This is to ensure that:

- a. policies are being used in assessing development proposals
- b. policies are being implemented e.g. sufficient houses are being built to meet the East of England Plan requirements
- c. the impact of implementing such policies is as identified in the Sustainability Appraisal

5.36 Policies may need to be reviewed in the light of conclusions on this information as reported in the Annual Monitoring Report.

5.37 Implementation of the policies in the Cambridge Development Strategy will require concerted action by a range of public, private and voluntary sector bodies working in partnership, including the County Council relating to Education and Transport, Cambridge Primary Care Trust, the Universities, water and related services providers, landowners and developers. High quality governance will be important to achieve sustainable development. This will require close working between public bodies. Although this could be facilitated by the review of administrative boundaries, it is not a matter for the Cambridge Development Strategy as there are other mechanisms to address this issue if needed.

5.38 The role of the Cambridge Development Strategy is to provide a clear and robust framework for development in order that investment and action can be co-ordinated and geared to efficient and effective delivery. One of the aims of the consultation on this Issues and Options Report is to engage all stakeholders at an early stage, so that their views can inform the development of Preferred Options.

### Issues

INF1 How can it be ensured that development is supported by the entire appropriate infrastructure?

INF2 How can a timely provision of infrastructure be ensured?

INF3 Is sufficient and suitable information available to monitor policies adequately?

Question 19: Do you think that there are any other issues to consider? If so, what are they and why?

### Policy Options

#### Option 30

To permit development only if the infrastructure is in place or is to be provided in phase with the development

No other reasonable alternatives have been identified for consideration because unless necessary infrastructure can be provided to support new development it will not be able to take place without causing unacceptable harm (RA31).

### Option 31

A policy will be included to address how any issues that policy monitoring identifies will be tackled.

No other reasonable alternatives have been identified for consideration because monitoring and managing are a key part of the new planning system (RA32)

Question 20: Do you think that there are any other policy options that should be considered? If so, what are they and why?

### Open Question

5.39 This report includes all the key issues and available options for tackling them which the Council consider appropriate. However, there may be alternative options which you consider important and should be considered in the Cambridge Development Strategy.

Question 21: Do you think that there are any other issues or policy options that should be considered? If so, what are they and why?

## General Bibliography

### National

- By Design – Urban Design in the Planning System: Towards Better Practice, CABE, 2000
- Good Practice Guide on Planning for Tourism, DCLG, May 2006
- Natural Environment and Rural Communities Act 2006 (Section 40), HMSO
- Planning Policy Statement 1: Sustainable Development, ODPM, Feb 2005
- Planning Policy Statement: Planning and Climate Change – Supplement to PPS1, DCLG, Dec 2006
- Planning Policy Guidance Note 2: Green Belts, ODPM, Amended 2001
- Planning Policy Statement 3: Housing, DCLG, Nov 2006
- Planning Policy Guidance Note 4: Industrial, Commercial Development and Small Firms, DOE, Nov 1992
- Planning Policy Statement 6: Planning for Town Centres, ODPM, March 2005
- Planning Policy Guidance Note 8: Telecommunications, ODPM, 2001
- Planning Policy Statement 9: Biodiversity and Geological Conservation, ODPM, Aug 2005
- Planning Policy Statement 12: Local Development Frameworks, ODPM, Sept 2004
- Creating Local Development Frameworks: A Companion Guide to PPS12, ODPM, Nov 2004
- Planning Policy Guidance Note 13: Transport, DETR, 2001
- Planning Policy Guidance Note 15: Planning and the Historic Environment, DOE, 1994
- Planning Policy Guidance Note 16: Archaeology and Planning, DOE, 1990
- Planning Policy Guidance Note 17: Planning for Open Space, Sport and Recreation, ODPM, July 2002
- Planning Policy Statement 22: Renewable Energy, ODPM, Aug 2004
- Planning for Renewable Energy: A Companion Guide to PPS22, ODPM, 2005
- Planning Policy Statement 25: Development and Flood Risk, DCLG, Dec 2006
- Development and Flood Risk: A Practice Guide Companion to PPS25 'Living Draft' A Consultation Paper, DCLG, Feb 2007
- Stern Review: The Economics of Climate Change, HM Treasury, 2006
- Securing the future – UK Sustainable Development Strategy, DEFRA, 2005
- Sustainable Communities Plan – Building for the Future, ODPM, 2003
- The Planning and Compulsory Purchase Act, 2004, HM Government
- Tomorrow's Tourism Today, DCMS, 2004

### Regional

- A Better Life: The role of culture in the sustainable development of the East of England, Living East, Sept 2006
- Living with Climate Change in the East of England, East of England Sustainable Development Roundtable, 2003
- Our Environment, Our Future: Regional Environment Strategy for the East of England, EERA, 2003
- Regional Planning Guidance Note 6 – East Anglia to 2016, Prepared by the Standing Conference of East Anglian Local Authorities, 2000
- RSS14, East of England Plan, Draft Revisions to the Regional Spatial Strategy for the East of England, EERA, 2004
- Sustainable Tourism Strategy for the East of England, East of England Tourist Board, 2004
- The Secretary of State's Proposed Changes to the Draft Revisions to the Regional Spatial Strategy for the East of England and Statement of Reasons, Government Office for the East of England, December 2006

### County

- An Arts and Culture Strategy for the Cambridge Sub
- A County of Culture – A Cultural Strategy for Cambridgeshire 2002-2005, Cambridgeshire County Council
- A Major Sports Facilities Strategy for the Cambridge Sub-region, Cambridgeshire Horizons, 2006
- Balanced and Mixed Communities: A Good Practice Guide, Cambridgeshire Horizons, March 2006
- Cambridgeshire Local Transport Plan 2006-2011, Cambridgeshire County Council, March 2006
- Cambridgeshire Minerals and Waste DPD Preferred Options, Cambridgeshire County Council, November 2006
- Education Planning in Cambridgeshire: Schools Organisational Plan, 2006-2011, Cambridgeshire County Council, December 2006
- Green Infrastructure Strategy, Cambridgeshire Horizons, 2006
- The Cambridgeshire and Peterborough Structure Plan, Cambridgeshire County Council, 2003

## City Council Documents and Sources of Information

### General

- A Consultation Strategy for Planning in Cambridge (Statement of Community Involvement), Submission Draft, Cambridge City Council, November 2006
- Cambridge Best Value General Household Survey
- Cambridge East Area Action Plan, Submission Draft, Cambridge City Council and South Cambridgeshire District Council, January 2006
- Cambridge Local Development Framework Sustainability Appraisal Scoping Report, March 2007, Cambridge City Council
- Cambridge Local Plan, Cambridge City Council, 2006
- Community Strategy, Cambridge Local Strategic Partnership, 2004
- North West Cambridge Area Action Plan Issues & Options Report, Cambridge City Council and South Cambridgeshire District Council, September 2006

### Housing

- Cambridge Housing Needs Survey, Fordham Research for Cambridge City Council, 2002

### Accessibility

- Cambridge County Council Traffic Monitoring Report, 2005

### Environment and Design

- Arboricultural Strategy, Cambridge City Council, 2004
- Cambridge City Strategic Flood Risk Assessment, Mott MacDonald for Cambridge City Council, Feb 2006
- Cambridge Landscape Character Assessment and Technical Appendix, Cambridge City Council, April 2003
- Nature Conservation Strategy: Enhancing Biodiversity, Cambridge City Council, Sept 2006
- Open Space and Recreation Strategy, Cambridge City Council, 2006

### Economy

- Cambridge Annual Monitoring Report, April 1 2005 – March 31 2006, Cambridge City Council, Dec 2006
- Cambridge Economic Strategy 2004-2007, Cambridge City Council, 2004
- Cambridge Employment Land Review (emerging), Warwick Business Management Ltd
- Cambridgeshire County Council Monitoring Data, March 2006
- South Cambridgeshire Economic Development Strategy, South Cambridgeshire District Council, June 2003

**Higher Education**

- An Assessment of Need for University-led Development at Land Between Madingley Road and Huntingdon Road, University of Cambridge, February 2004

**Leisure, Community Facilities & Visitor Industry**

- Arts Plan for Cambridge 2002-2007, Cambridge City Council
  - Cambridge Tourism Strategy 2001-2006, Cambridge City Council, 2001
  - Economic Value of Tourism, Cambridge City, 2004, East of England Tourism Board
  - Parks for People: A Strategy for Parks, Play and Open Spaces, Cambridge City Council, 2003
  - Sports Services Strategy 2004-2007, Cambridge City Council
-

## Glossary

<b>Biodiversity</b>	Encompasses all aspects of biological diversity, especially including species richness, ecosystem complexity and genetic variation.
<b>Biomass</b>	Biomass is biological material derived from living or recently living organisms. In the context of biomass for energy this is often used to mean plant based materials, but biomass can equally apply to both animal and vegetable derived material.
<b>Carbon footprint</b>	A measure of the impact human activities have on the environment in terms of the amount of greenhouse gases produced, measured in units of carbon dioxide.
<b>Community Facilities</b>	Facilities which help meet the varied needs of the residents of Cambridge for health, educational and public services as well as social, cultural and religious activities.
<b>Decentralised Energy</b>	Energy generated close to the point of use, using technologies such as combined heat and power (CHP), solar panels and ground source heat pumps (source: The Energy Saving Trust).
<b>Environmental Limits</b>	The level at which the environment is unable to accommodate a particular activity or range of activities without sustaining unacceptable or irreversible change.
<b>Governance</b>	In general, governance comprises the traditions, institutions and processes that determine how power is exercised, how citizens are given a voice and how decisions are made on issues of public concern.
<b>Green Belt</b>	A statutory designation made for the purposes of: checking the unrestricted sprawl of large built-up areas, preventing neighbouring towns from merging into one another, assisting in safeguarding the countryside from encroachment, preserving the setting and special character of historic towns and assisting in urban regeneration by encouraging the recycling of derelict and other urban land.
<b>Greenspace</b>	Open spaces covered with grass and vegetation. Includes commons allotments, playing fields, cemeteries, churchyards, large gardens, parks, public open land and other urban land.
<b>High Quality Public Transport</b>	A HQPT service is one that provides a 10min frequency during peak periods and a 20min frequency inter-peak. Weekday evening frequency should run 1/2 hourly until 11pm, on a Saturday 1/2hourly 7am - 6pm, then hourly until 11pm and Sunday hourly service 8am - 11pm (Source: Cambridgeshire & Peterborough Structure Plan, 2003). It should also provide high quality low floor/easy access buses, air conditioning, prepaid/electronic ticketing and real time information and branding to encourage patronage.
<b>Infrastructure</b>	Basic structure of systems such as utilities (gas, electricity, water) drainage, flood defences, transportation, roads, healthcare, education and other community facilities.
<b>Leisure</b>	Includes outdoor and indoor sports, recreation, entertainment and arts facilities.

<b>Local Development Framework</b>	A statutory portfolio (or family) of documents that sets out the spatial planning policies for a local planning authority area.
<b>Mitigation</b>	Used to refer to measures to avoid, reduce or offset significant adverse effects on the environment.
<b>Renewable Energy</b>	Renewable energy covers those energy flows that occur naturally and repeatedly in the environment – from the wind, the fall of water, the movement of the oceans, from the sun and from biomass.
<b>Selective Management</b>	The principle of selective management of the economy is one of restricting new employment development to that which can demonstrate a clear need to be located in the area to serve local requirements or to contribute to the continuing success of the Sub-region as a centre of high technology and research. This principle is enshrined in existing policy and practice.
<b>Sequential approach</b>	An approach applied when selecting sites for development as set out in PPS6: Planning for Town Centres. This means that first preference should be for sites in the City Centre where suitable sites or buildings for conversion are available. This is followed by edge-of-centre sites, district and local centres and, only then, out-of-centre sites in locations that are accessible by a choice of modes of transport.
<b>Social Infrastructure</b>	Community development workers, play and youth work, voluntary and community activity, the promotion of active citizenship, financial support for interim community provision and towards the start-up costs of key community facilities.
<b>Spatial Strategy</b>	A strategy to provide a clear sense of direction for the longer term spatial development of the city, influencing the future investment decisions of all sectors, both public and private.
<b>Sustainable Development</b>	Sustainable development is a very broad term that encompasses many different aspects and issues from global to local levels. Overall sustainable development can be described as ‘development, which meets the needs of the present without compromising the ability for the future generations to meet their own needs’ (after the 1987 Report of the World Commission on Environment and Development – the Bruntland Commission).
<b>Urban extensions</b>	Development areas on the edge of Cambridge on land proposed for release from the Green Belt – this includes brownfield land and Greenfield land. Such development is proposed to the edge of the City at a sustainable location.
<b>Visitor industry</b>	The industry which provides local services such as accommodation, catering and entertainment for people coming to Cambridge for a holiday, on business trips or visiting friends or relatives.

## **APPENDIX 1**

### **Non- Technical Summary of Interim Sustainability Appraisal of the Cambridge Development Strategy**



Table of Contents

- 1 Main Report..... 3
- 1.1 Cambridge City Council’s Local Development Framework ..... 3
- 1.2 Sustainability Appraisal ..... 4
- 1.3 Outline of the Options..... 6
- 1.4 Outline of the Appraisal of Vision and Objectives ..... 6
- 1.5 Options Appraisal Findings ..... 6
- 1.6 Summary ..... 13
- 2 How to Comment on this Report ..... 14

## 1 Main Report

### 1.1 Cambridge City Council's Local Development Framework

1.1.1 Cambridge City Council ('the Council') is currently preparing the **Cambridge Local Development Framework** (LDF). This will replace the Cambridge Local Plan, which was adopted in July 2006. The 2006 Local Plan policies will be saved until 2009 during which time the City Council will start to bring forward the new Local Development Framework. The LDF will provide a spatial strategy for the City and will set out where, for example, economic activity and housing will be concentrated and where the protection of the landscape and the environment will be prioritised.

1.1.2 The LDF will comprise a series of individual documents (Local Development Documents or LDDs) addressing particular planning issues. There are two different types of these documents: Development Plan Documents (DPDs) and Supplementary Planning Documents (SPDs). The former are statutory documents which will undergo an **independent examination** while the latter generally provide further detail on policies included in a DPD.

1.1.3 The Council intends to adopt Five DPDs by 2011:

- **Cambridge Development Strategy (the Core Strategy)** – Sets out the vision and spatial strategy for the City including the primary policies for achieving the vision.
- **Cambridge East Area Action Plan** – Vision and planning framework for the development of Cambridge Airport site and adjoining land for a high density mixed use urban expansion.
- **North West Cambridge Area action Plan** - Vision and planning framework for the development of North-West Cambridge and adjoining land for Cambridge University and residential development.
- **Cambridge Development Sites** – Will identify locations for specific or mixed use, including provision for travellers.
- **Cambridge Development Policies** - Will set out a limited suite of topic-related policies against which planning applications will be considered.

1.1.4 The Council also intends to adopt five SPDs by 2008:

- **Affordable Housing SPD**
- **Sustainable Design and Construction SPD**
- **Planning Obligations SPD**
- **Public Art SPD**
- **Historic Environment SPD**

- 1.1.5 The Council is now undertaking formal consultation on the **issues and options** to be addressed through the **Cambridge Development Strategy DPD**. The options are subject to what is referred to as a Sustainability Appraisal. The consultation also allows opportunities for alternative options to be proposed by any consultee.
- 1.1.6 The options produced by the Council are to be published in a formal Issues and Options Report that will undergo consultation in line with Regulation 25 of the Town and Country Planning Act<sup>1</sup>. This document contains options based under the following themes:
- **Vision**
  - **The Spatial Strategy**
  - **Climate change**
  - **Housing**
  - **Accessibility**
  - **Environment and design**
  - **Economy**
  - **Higher and further education**
  - **Shopping**
  - **Leisure, community facilities and visitor industry**
  - **Infrastructure and implementation**

## 1.2 Sustainability Appraisal

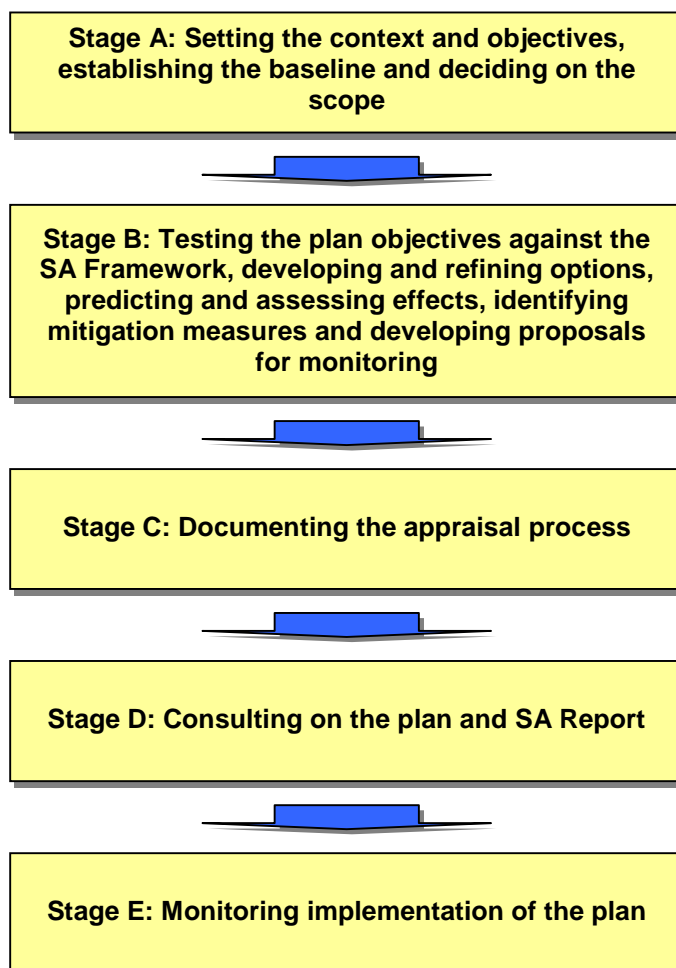
- 1.2.1 The Cambridge Development Strategy must be subject to a **Sustainability Appraisal (SA)**. SA is undertaken alongside the developing Cambridge Development Strategy document helping to refine and inform its content. SA involves identifying and evaluating a plan's impacts on the community, the environment and the economy – the three dimensions of sustainable development. It also suggests ways of avoiding or reducing negative impacts. The findings of SA should be reflected in the adopted DPD to help ensure that it maximises its contribution to future sustainability.
- 1.2.2 Importantly, the SA process incorporates the requirements of European legislation which requires that spatial and land use plans undergo a Strategic Environmental Assessment (SEA)<sup>2</sup>. This document indicates clearly where the requirements of this legislation – the 'SEA Directive' - have been addressed. Table 3.1 (in the main SA Report) also provides an indication of where in this report the information required by the SEA Directive can be found.
- 1.2.3 Independent consultants Scott Wilson have been commissioned to undertake the SA – incorporating SEA – of the Cambridge Development Strategy DPD Issues and Options. This report sets out the consultants' appraisal of the options for the Cambridge Development Strategy DPD. The appraisal of options – or alternatives – is a key part of the DPD preparation process and a legal requirement under SEA legislation.

<sup>1</sup> The Town and Country Planning (Local Development) (England) Regulations 2004: Statutory Instrument 2004 No. 2204

<sup>2</sup> SEA involves the systematic identification and evaluation of the environmental impacts of a strategic action (e.g. a plan or programme). In 2001, the EU legislated for SEA with the adoption of Directive 2001/42/EC on the assessment of the effects of certain plans and programmes on the environment (the 'SEA Directive'). The Directive entered into force in the UK on 21 July 2004 and applies to a range of English plans and programmes including Local Development Frameworks (LDFs).

- 1.2.4 In November 2005 the Government published guidance on undertaking SA of LDDs which incorporates the requirements of the SEA Directive<sup>3</sup> ('the Guidance'). This guidance advocates a five-stage approach to undertaking SA – see Figure 1.1.

*Figure 1.1: Five-stage approach to SA*



- 1.2.5 Stage A involves establishing the framework for undertaking the SA – essentially a set of sustainable development objectives against which each LDD can be assessed – together with the evidence base that will help to inform the appraisal. The framework and evidence base are documented in a **Scoping Report**. These were subject to consultation and are available on the Council website<sup>4</sup>.
- 1.2.6 Stage B in the SA process involves the main body of appraisal work. With respect to the Cambridge Development Strategy DPD, at this stage the work involves assessing the draft **objectives** (i.e. the plan's aspirations) and the various policy **options** that have been proposed by the Council, the choice of which will provide the foundations for the Cambridge Development Strategy.

<sup>3</sup> ODPM (2005). *Sustainability Appraisal of Regional Spatial Strategies and Local Development Documents*.

<sup>4</sup> See: <http://www.cambridge.gov.uk/ccm/navigation/environment/planning/cambridge-local-plan/local-development-framework/>

- 1.2.7 This report – referred to as an **Interim SA Report** – documents the appraisal of the objectives and options proposed by the Council and summarises their potential economic, social and environmental implications. This report – although not a formal requirement – has been prepared to help demonstrate that sustainability considerations have been incorporated into the development of the Cambridge Development Strategy from an early stage, and to provide information for stakeholders as well as an audit trail of the appraisal process.

## 1.3 Outline of the Options

- 1.3.1 The Council has produced an Issues and Options Report detailing options for the development of the Cambridge Development Strategy DPD. The paper includes strategic aims and objectives, Spatial Options and Key Issues and Options. These options formed the material for appraisal.

## 1.4 Outline of the Appraisal of Vision and Objectives

- 1.4.1 In general the vision (Option 1) and objectives (Option 2) of the Cambridge Development Strategy are considered to be broadly sustainable with little alteration required. Some minor recommendations have been suggested. These are detailed in Boxes 6.2 and 6.3 in Section 6 (of the main SA Report). This will help clarify what the vision and objectives hope to achieve and whether these will be sustainable outcomes.

## 1.5 Options Appraisal Findings

### Option 3: City Centre

- 1.5.1 This policy seeks to promote and enhance the city centre so that its important role in making Cambridge an attractive place to live, work and visit is maintained. Caveats in the options suggest that this will be achieved in a sensitive way that takes account of the distinct character of the city centre. However, there could be some clarification as to whether this option promotes new development.
- 1.5.2 Almost all effects are positive although there are some cautious notes. It will be important to ensure that the prosperity of the city is accessible and shared by all, which will mean provision of good access for all Cambridge residents. Also, improvements to public space must balance a number of needs, including the attractive and historic character of the built and natural environment. Finally, there are significant benefits associated with the discouragement of car use in the centre, but access to the centre from the wider sub-region is likely to remain high and mitigating the effect of this trend on climate change will be important.

### Option 4: City Edge

- 1.5.3 This option records sustainability effects that are either positive or uncertain at this high level stage of policy development. The development of peripheral centres has the potential to result in significant social benefits if development sets out to redress some of the identified local inequalities in peripheral areas of the city. This option is also conducive with reducing the need to travel, which results in clear sustainability benefits. It is unclear whether there will be development of greenfield land. Opportunities to develop brownfield land should be sought for all centres. This will be particularly important where the green field resource is in short supply and is likely to serve the purpose of valued green space.

## Option 5 (Including 5a and 5b): Northern Fringe

- 1.5.4 Social and economic effects of this proposed development will be maximised if it contributes to redressing the existing inequalities experienced in the East Chesterton area of Cambridge. A purely residential led development may fail to achieve this. As well as achieving this aim an employment led development might also be supportive other high tech industry located to the north of Cambridge. These businesses may also benefit from the proposed train station. Finally, it will be important to ensure that the needs of travellers that use the site are fully accounted for.
- 1.5.5 Given the location of the site on the floodplain of the river Cam where there are significant areas of BAP floodplain grazing marsh, there is the potential for significant environmental affects to arise. This environmental resource could be of value to a new residential community if managed effectively. Development on the sites of the sidings and the water treatment works could be effective in allowing development to occur away from the River Cam, therefore minimising environmental and landscape effects.

## Option 6: Southern Fringe

- 1.5.6 Social and economic effects of this proposed development will be maximised if benefits are felt by the existing community of Trumpington, which is identified by the Index of Multiple Deprivation as being a relatively deprived area of Cambridge. It is likely that Trumpington will benefit from employment created by the new development as well as increased local services and facilities including an improved public transport service.
- 1.5.7 This option will involve significant development of greenfield land including land that was formerly within the green belt and could be seen as relatively important as it forms a corridor running along Hobson Brook. It will be important to consider the integrity of this corridor as part of an ecological network connecting the south of the city with the River Cam. If possible the integrity of the ecological network should be added to.

## Option 7: West and North West Cambridge

- 1.5.8 There is an identified need to expand the university. This is likely to be beneficial to the city as a whole as the university is a major employer and supports the growth of the knowledge and high tech economies. The assessment has found no clear reasons why North West Cambridge might not be the most suitable area for expansion to occur although the SA of the NW Cambridge AAP should be referred to for a more thorough assessment. It will be important to consider the needs of existing communities in the area in terms of such things as access to open space, employment and effects on the landscape setting of communities. It will be important to ensure that development north of Huntingdon Road does not lead to cumulative effects for this part of the city in combination with the major university development.

## Option 8: Cambridge East

- 1.5.9 This is a major development that will go some distance to meeting Cambridge's housing needs. Also, as some communities to the east of Cambridge are currently relatively deprived, there is potential for this major development to provide much needed services and facilities for use by existing communities. It is also expected that this will allow a large number of people to live closer to their place of work, therefore reducing the need to travel and so having positive climate change mitigation effects. The development will largely be on previously developed land and it is expected that ecological impacts will be limited. Landscape impacts occurring outside of the City boundaries are currently less clear. This assessment has found most effects to be positive,

although the SA of the Cambridge East AAP should be consulted for a more rigorous assessment.

### Option 9: Station Area

- 1.5.10 This development aims to benefit the city as a whole by ensuring that those arriving to the City are presented with a high quality 'gateway' to Cambridge. This will also be supportive of the image of Cambridge as a city where high quality sustainable transport is given the utmost importance. A new mixed-use development so close to this transport interchange should allow excellent opportunities for residents to make use of sustainable modes of transport.

### Option 10: Residential Communities

- 1.5.11 Benefits of promoting distinctive and high quality residential communities are likely to be wide ranging. This option specifically promotes the provision of local facilities. Healthy and thriving communities are likely to ensure that the potential benefits of such facilities are maximised, and that everyone has access to adequate services. Distinctive communities are also likely to remain compact, which can have knock on benefits in terms of promoting social inclusion as well as reducing the need to travel and dependency on the car.

### Option 11: Landscape Structure

- 1.5.12 This option promotes a strategic approach to protecting and enhancing Cambridge's valued landscape structure. This will clearly have wide ranging benefits in terms of maintaining the distinctiveness and attractiveness of the City. A strategic approach can also be beneficial to biodiversity, ensuring that ecological networks are maintained and enhanced. Landscape and open space can also have wide ranging social benefits, and a strategic approach can ensure that there is adequate provision of this resource for all.

### Option 12: Climate Change

- 1.5.13 Both of the options explore means to develop policy that will reduce Carbon emissions and promote adaptation to climate change in Cambridge. The assessment has identified that both options will have sustainability benefits ranging across a number of the sustainability objectives, benefiting both people and the environment. Option 12a promotes a reduction in per capita carbon emissions of those living and working in Cambridge, whilst 12b promotes reducing the cities overall carbon emissions. The latter option is essentially a more stringent policy. Whilst this may have greater environmental benefits the assessment indicates potential negative economic and social impacts, at least in the short term. For example, Cambridge may be at a competitive disadvantage in terms of attracting some commerce and industry and there is also the possibility that some heavily car dependent groups of people will be significantly impacted upon. Option 12a is therefore seen as a more realistic choice. If the Council wishes to pursue the greater reductions promoted by Option 12b it will be important to implement this in such a way that allows the continued economic growth of Cambridge, and does not lead to or worsen any significant social inequalities.

### Options 13 and 14: Housing: Urban Intensification and Expansion

- 1.5.14 The summary covers options 13 and 14 for urban intensification and urban extension as a means to provide for required new housing in the city. In general urban intensification presents an opportunity to provide new housing and in particular help to deliver the affordable housing required by the community. Intensification may place greater pressures on existing services, facilities and open spaces than extension schemes. Furthermore intensification in certain

locations could lead to worsening of some existing inequalities, and could be detrimental to local character.

- 1.5.15 Allocating residential development on land zoned for other users can be positive in certain circumstances. For example zoned employment land that has high vacancy rates. However, some safeguarding of employment sites will be required to provide protection for future expansion of employment opportunities.
- 1.5.16 New urban extensions have been identified as being advantageous for incorporating measures to promote sustainability, such as open space provision, SUDS etc. However, it will also involve land take from the Green Belt, which has associated negative effects. Not including urban extensions in the Core Strategy would avoid the possible effects on flood risk, biodiversity and landscape, but will involve the promotion of homes elsewhere in the sub region. This will have potential negative effects from increasing car journeys to the city, essentially increasing congestion and conflicting with air pollution and climate change objectives.
- 1.5.17 It is considered that both approaches may be necessary to fulfil housing allocations with intensification as a favoured method where current and future community infrastructure can support this. This may involve release of land from other land uses (Option 13b). It is also important to understand the increased demands of both measures on important infrastructure and the ability of the city to cope with this. For example on water resources from increasing water consumption.

### Option 15: Housing: Affordable Housing

- 1.5.18 The assessment has identified clear benefits for the provision of affordable housing from each of the options. Secondary effects on promoting community diversity and cohesion have also been identified. However, there are possible issues with requiring smaller sites to provide affordable housing in terms of possibly affecting the economic viability of the development. Smaller sites requiring affordable housing may become unattractive for some developers and this could threaten the provision of housing on a particular site. In summary it is likely that a combination of the options will be required to effectively deliver affordable housing in the city.

### Option 16: Housing: Gypsy and Traveller Accommodation

- 1.5.19 The Gypsy and Traveller review of the East of England Regional Spatial Strategy (RSS) will provide details of the number of pitches that will be required within Cambridge City. This number will be based on the information identified in the Regions needs assessment<sup>5</sup>. This indicates that Cambridge may be required to provide for 15 permanent pitches for Gypsy and Travellers. If the RSS indicates that pitches are needed, then there will be a requirement for the LDF to facilitate the provision of these. Therefore Option 16a can be seen more of as a requirement than a true option.
- 1.5.20 The assessment identifies that providing pitches for Gypsy and Travellers will have positive implications and for the travelling population in particular. Even if not identified as a requirement of the RSS the provision of pitches is considered beneficial. The very nature of movement amongst the travelling population indicates seasonal fluctuations and provision of pitches can help to provide a decent living environment during these events. The provision of permanent pitches may also help to promote long-term community cohesion and reduce some possible existing tensions.

---

<sup>5</sup> Cambridge County Council (2006), Cambridgeshire Sub-Regional Traveller Needs Assessment

### Option 17: Accessibility

- 1.5.21 Firstly the assessment has identified that Options 17a and 17c have greater benefits than Option 17b. It is considered that Whilst some car use will need to be provided especially for certain land use types option 17b will still over provide and will not help to make sustainable transport attractive.
- 1.5.22 Option 17a is considered to be achievable based on current levels of walking and cycling. Option 17c will be more difficult to implement and a blanket 30% provision target applied to all new development may have negative effects, particularly in terms of significant impacts on some businesses and equalities for groups of people who are heavily dependent on the private car for mobility. The assessment summary discusses possible means of implementation with a requirement based on accessibility levels by public transport and options for walking and cycling. This would mean that the most accessible locations could have a lower requirement (even car free development) and less accessible locations could have a higher requirement (such as the achievable 40% level). Implementation of this option would provide flexibility within the Cambridge Development Strategy.

### Option 18: Environment and Design: Landscape

- 1.5.23 The assessment indicates that protection of Cambridge's existing Green Belt and urban edge will have significant benefits in terms of protecting the landscape status quo. The Green Belt is an important feature and complements the historic core of the city. The Green Belt also plays an important role in mitigating flood risk and as part of the wider ecological network. However, this also constrains new development to the brownfield sites within the city or locations outside of the city in the wider sub region. Brownfield sites are limited, known sites supplemented by windfall sites alone are unlikely to be able to provide for all development needs. Pressures for increasing density and for sub regional sites will increase. It is anticipated that this would lead to increasing pressures on city services and facilities, and increased travel by car to and from the city from the sub region.
- 1.5.24 Limited review of the boundaries could help to limit the identified adverse effects. But it is essential that these areas should be considered in regard to the factors listed above, and that boundary review should not affect these issues.

### Option 19: Environment and Design: Sustainable design and Construction

- 1.5.25 The assessment has indicated the benefits of implementing sustainable and design policies for new development. There are strong benefits for requirement for larger developments because for these could have the greatest impacts. However many of the benefits of implementing sustainable design and construction policy will be felt cumulatively when implemented across all development. In this regard Option 19b is considered to have the greatest benefits. Furthermore these are considered to outweigh possible implications for the economic viability of new development.

### Option 20: Environment and Design: Natural Environment

- 1.5.26 It is clear that the option to protect the natural environment and enhance biodiversity will have strong sustainability benefits and this should be a key consideration in the shaping of policy in the Cambridge Development Strategy.

### **Option 21: Environment and Design: Historic Environment**

- 1.5.27 It is considered that the implementation of this option should be effective in achieving the key objective of conservation of Cambridge's historic environment. With the rich historic resource in Cambridge It will be important that conservation of the historic environment is considered alongside a range of other policy areas.

### **Option 22: Economy: Employment Land**

- 1.5.28 Option 22a is a sustainable choice if the employment land review indicates existing allocations and predicted windfall sites will provide sufficient land. The greater density of development proposed in Option 22b will have issues in term of increasing pressures on the receiving environment. However, the implied caveats for later policy should help avoid many of these issues. The sequential site selection Option (22c) is considered to be likely to achieve the identification of the most sustainable locations for increasing the provision of employment land.

### **Option 23: Economy: Protection of Employment Land**

- 1.5.29 The assessment indicates that a degree of protection for employment sites and developments would help promote sustainable economic growth and protection for the city. It will be important to identify the most sustainable locations and provide protection for these, potentially in a hierarchy of importance.

### **Option 24: Economy: Strategic Employment Sites**

- 1.5.30 The option proposes sites for strategic employment use. Emphasis on previously developed sites will help maintain existing employment patterns and reduce impacts associated with Greenfield locations. The option will need support from the emerging Employment Land Review.

### **Option 25: Higher and Further Education**

- 1.5.31 University expansion should be considered in the context of necessary provision of accommodation for students and staff. The need for student accommodation will have an impact on housing stock in the city and therefore providing accommodation will reduce pressures on these stocks.
- 1.5.32 However the assessment has indicated that with the expansion of university property and the issues of land take of land that may otherwise be available for employment and residential use, it will be important to ensure that university and six form college expansion also contributes to the benefit of the whole community. It may therefore be necessary to ensure accessibility of some associated facilities and new public transport services are available to the community.

### **Option 26: Shopping**

- 1.5.33 A hierarchy of centres should help ensure both local needs and the needs of a sub regional centre are met. Furthermore the promotion of local shopping areas will have benefits for reducing travel. The assessment also identified an opportunity to extend the use a of hierarchy system to help ensure the provision of key community services and facilities.

### **Option 27: Leisure and Community Facilities**

- 1.5.34 The assessment indicates the benefits of provision of leisure and community facilities for a range of objectives. It is also considered that to fully implement the objectives of the East of England

plan and to provide for locally distinctive needs the Cambridge Development Strategy should consider policy to protect and expand existing facilities as promoted in Option 27a.

### Option 28: Faith

- 1.5.35 Planning for faith related developments would help to provide equalities through the cities different populations in terms of accessibility to places of worship. Furthermore places of worship have important roles within communities and help to provide for desired community facilities. Without strategic policy these effects could be compromised. However the level of such development is likely to be small and strategic policy may therefore be limited in its scope.

### Option 29: Visitor Industry

- 1.5.36 There are clear benefits for Cambridge from including proposals for tourist accommodation and facilities, particularly in the generation of economic income. It is also considered that to fully implement the objectives of the East of England Plan and to provide for locally distinctive needs locally distinctive policy would be beneficial. Therefore Option 29a is considered to be the most sustainable option.

### Option 30: Infrastructure

- 1.5.37 The assessment has indicated that a range of infrastructure types must support new development. This will help to promote the sustainability of new development, be it residential or employment related. The lack of definition of the term infrastructure in the option has resulted in a great deal of uncertainty in the assessment. However, it is essential that policy generated in the subsequent stages of the plan making process seek to promote sustainable and required infrastructure for new developments.
- 1.5.38 It is considered to be beneficial for sustainable planning to locate new development in proximity to areas of existing high accessibility to required infrastructure. This will help minimise costs and enable funds to be provided for new facilities and infrastructure, perhaps through the use of section 106 agreements.
- 1.5.39 It is important to also note that in Scott Wilson's experience it is possible for agreed infrastructure to 'lag behind' new development. This will create a 'lag time' between development and inhabitation of development and the final predicted sustainability of a project. Therefore it is considered important that proposals for infrastructure are sufficiently weighted to ensure that new infrastructure is provided on the opening of a development.

### Option 31: Monitoring

- 1.5.40 The inclusion of a Cambridge Development Strategy policy to act as a 'hook' to enable revision of the document based on the results of the Annual Monitoring Report can be seen as beneficial, although it can be considered that the LDF planning system should enable this without such a policy. It is considered that this could help the Cambridge Development Strategy to be more responsive to implications of the plan. As such this option could reduce negative effects on sustainability, particularly those secondary and tertiary results that may not be clearly identifiable in the assessment of preferred options.
- 1.5.41 Therefore it is considered that Option 31 may increase long-term sustainability. However assessment against the objectives will be uncertain because the effects of the Cambridge Development Strategy can only be considered and identified at the preferred options stage of the plan.

## 1.6 Summary

- 1.6.1 In summary it is clear that Cambridge City has an important sub-regional role within the East of England. Cambridge has a successful economy with strong growth in the high-tech and knowledge based economy. Furthermore, the city has a competitive retail core that also functions to attract people from the sub region. Cambridge is also a national centre for education and is home to many students as well as permanent inhabitants. These are all strong attractors for the city and drive its growth and need for expansion.
- 1.6.2 However the city is also constrained by a number of factors. Cambridge lacks strategic land within the city for expansion limiting the availability of brownfield land. House prices are high and accessibility to the housing market for all inhabitants is impacted upon. Furthermore, the city is constrained by its high quality historic centre and surrounding Green Belt.
- 1.6.3 Given these factors there is pressure for the release of land for urban extensions, as identified in some of the spatial options. This will provide opportunities for the provision of new and affordable homes, the implementation of the latest sustainable design and construction techniques, promotion of zero carbon homes, can incorporate traffic management and reduction measures and can be linked with the city and its centre by public transport with minimal implications.
- 1.6.4 However, land is a finite resource and extension cannot be seen as a long-term solution to the demands on the city. Land take has been identified as having a number of significant implications, such as landscape detractions, biodiversity implications, flood risk concerns and reductions in the amount of useable open space. Therefore these ultimate carrying capacity issues will limit the volume of urban extension and again refocus development on the city's brownfield sites.

## 2 How to Comment on this Report

- 2.1.1 The Council would warmly welcome feedback on this report. Please send any comments on the report to:

Environment & Planning Department  
Cambridge City Council  
The Guildhall  
Cambridge  
CB2 3QJ

email: [policysurveys@cambridge.gov.uk](mailto:policysurveys@cambridge.gov.uk)

Tel: 01223 457200  
Fax: 01223 457109