

# CAMBRIDGE CITY COUNCIL

## Draft Supplementary Planning Document for Public Consultation

### PLANNING OBLIGATION STRATEGY 2007

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## Foreword

Cambridge City Council adopted its first Planning Obligation Strategy SPG on 9 July 2002. A report on the review of the Strategy was presented to Environment Scrutiny Committee on 1 July 2003 and 27 April 2004, with a revised version of the Planning Obligation Strategy SPG being adopted in April 2004. The Planning Obligation Strategy 2004 SPG remains a material consideration in the determination of planning applications and appeals until superseded by the adoption of the current draft SPD.

## 1. INTRODUCTION AND PURPOSE AND KEY AIMS OF STRATEGY

- 1.1. Cambridge is experiencing increased pressure from the development of land for housing, commercial and other uses. These development pressures and the increase in density of new development schemes are trends that will continue into the foreseeable future, given that Cambridgeshire has one of the fastest growing economies and populations in Britain. Regional Planning Guidance for East Anglia (RPG6) defines the Cambridge Sub-Region as a major growth area and this is carried forward to the Cambridgeshire and Peterborough Structure Plan (both to be superseded by the Regional Spatial Strategy in due course). In response to this growth strategy, a number of large-scale developments are coming forward across the sub-region, including Southern Fringe, North West Cambridge, Cambridge East and the Station Area, within the City/spanning the South Cambridgeshire District Council boundary in some cases, and Northstowe, Cambourne and Arbury Park, within the South Cambridgeshire District Council area.
- 1.2. Cambridge itself is also an important centre for employment, services, government, healthcare and shopping and is nationally and internationally important for its higher education, knowledge-based industries and tourism. Located within an hour of London and 30 minutes of Stansted, it is centrally located on the main transport routes within the East of England Region.
- 1.3. A consequence of this significant level of growth and development is increased pressure on the physical and social infrastructure of the City and the surrounding area. For example, new residential development will increase demand for school places and community facilities, and add to the number of people using open spaces and recreational facilities. New commercial development, and particularly large-scale developments such as Addenbrookes 20/20, will increase the number

of people travelling into and around the City and significantly add to congestion and pressure on public transport, car and cycle parking and public safety. Pressure on infrastructure is likely to increase as a result of the level of new development proposed within the City and the surrounding area. In order to ensure that new developments are developed in a sustainable manner they will be expected to address the needs of new residents and occupiers and mitigate the impact they may have on the infrastructure of both the City and sub-region.

- 1.4. The delivery of new or improved infrastructure to support new development in a timely and phased manner will be an important element in ensuring the appropriate and sustainable implementation of new growth not only in Cambridge but within the whole of the Cambridge Sub-Region. RPG6 states that the scale of increases in houses and jobs must be accompanied by a commensurate improvement in infrastructure facilities. "Implementing the Cambridge Sub-Regional Study" by Roger Tym and Partners (October 2001) estimates the total potential infrastructure costs for the Cambridge Sub-Region at over £2,000 million.
- 1.5. Planning obligations (also known broadly as S106 agreements,) are a key mechanism in the planning system for addressing the impact new development can have on the infrastructure of an area, although Unilateral Undertakings and in some instances, conditions, including Grampian conditions can serve the same purpose in appropriate circumstances. The Government is currently reviewing the S106 system and a number of Central Government consultations, research, guidance notes and other publications have been undertaken/produced over the last few years. Further detailed consideration of these publications is provided in Section 2.1. Circular 05/2005 is the current key source of guidance on the use of planning obligations. Any significant changes to the current system arising from the on-going review by Central Government, which may include the introduction of the Planning Gain Supplement, will require the Council's Planning Obligation Strategy to be revised to reflect these.
- 1.6. The City Council has been instrumental in using planning obligations as a means of securing improvements to infrastructure through securing of provision or contributions from new developments to help ameliorate the impact of development on the environment in terms of both their immediate impact on the environment and their strategic impact on the wider City infrastructure. It has achieved this through successful application of its Planning Obligation Strategy SPG (POS) and the associated four Area Corridor Transport Plans SPG, which include provision for standard charges to be applied in appropriate circumstances for a variety of infrastructure requirements. However, both the Planning Obligation Strategy and the Area Corridor Transport Plans now need to be reviewed and updated to reflect recent Central Government and Sub-Regional guidance, advice and policy and in accordance with the Cambridge Local Plan 2006 and the Council's

Local Development Scheme. The review of the Area Corridor Transport Plans will be subject to a separate process as set out in Section 3.2.

- 1.7. The City Council adopted a new Local Plan in July 2006. This meant that whilst the Planning Obligation Strategy 2004 is still a material consideration in the determination of planning applications and appeals, it has less weight than formerly because it relates to the Cambridge Local Plan 1996, now superseded. In accordance with the provisions of the Planning and Compulsory Purchase Act 2004 that introduced new local plan policy-making processes, the City Council can only rely on the Cambridge Local Plan 2006 for a three year period as a “saved plan” under the old system before it is required to put in place the required replacement plan-making system or Local Development Framework (LDF). However, specified policies can be saved for longer periods with the agreement of the Secretary of State. The Planning Obligation Strategy SPD is included as part of the Council’s Local Development Scheme (LDS).
- 1.8. The main purpose of the POS SPD is to provide a framework for securing the provision of:
  - new/improvements to existing infrastructure generated by the demands of new developments;
  - measures to mitigate the adverse impacts of developments and;
  - addressing the needs identified to accommodate the projected growth of Cambridge.
- 1.9. The objectives of the POS SPD are to provide clarity and to enable a more comprehensive and streamlined approach to the negotiation and use of planning obligations. It seeks to achieve this by:
  - Drawing together existing practice on planning obligations;
  - Supplementing policies and proposals of the development plan in relation to the use of planning obligations in Cambridge;
  - Provide a framework for the application of key planning obligation requirements and the expenditure of financial contributions collected through planning obligations.
- 1.10. It is not intended that the POS should attempt to cover every possible circumstance that may need to be included in a planning obligation. This would be impossible as sites, developments and circumstances vary greatly and many planning obligations will therefore need to be development-specific in nature and may be unique to the individual development, for example, contaminated land issues, archaeological mitigation measures, occupation restrictions, historic building restoration requirements. Such requirements would need to be assessed on a case-by-case basis, taking into account the specific nature of individual developments and relevant plan policies. Instead, the POS focuses on the use of planning obligations to secure provision, measures or contributions to address the likely impact of proposed development on the physical and social infrastructure of the City. It will provide a starting point for negotiations on planning

obligations in relation to community infrastructure which is fair and equitable and which takes into account the circumstances of each site. In determining planning applications the Council will, in each case, need to consider its planning obligation requirements in the context of the tests set out in Circular 05/2005.

- 1.11. Nevertheless, for the reasons set out in paragraph 1.9. above, it should be noted that, for any individual planning application, other development-specific planning obligation requirements may also be applicable, in addition to the key planning obligation requirements covered by this SPD.
- 1.12. As mentioned above in paragraph 1.7, the Cambridge Local Plan 2006 constitutes a “saved” plan under the old plan-making system. Under the Planning and Compulsory Purchase Act 2004 which introduced the replacement LDF system, a Sustainability Appraisal (SA) is mandatory for all SPDs. As this SPD has been produced on the basis of a “saved” plan which wasn’t subject to the full Sustainability Appraisal process that incorporates the requirements of a European Directive on the environmental assessment of plans, which came into effect in July 2004 (the SEA Directive), it will need to be subject to the full SA process. A Sustainability Appraisal therefore accompanies this SPD.

## **2. PLANNING CONTEXT**

### National Context

- 2.1. A planning obligation is a legal agreement made under S106 of the Town and Country Planning Act 1990. It usually relates to an aspect of a development that cannot be secured by imposing a planning condition (although sometimes forms of Grampian conditions can be used to secure certain types of planning obligations such as highways improvements) or by other statutory controls. Unilateral planning obligations in the form of Unilateral Undertakings can also be offered as an alternative. The City Council normally advocates the use of standard Unilateral Undertakings on straightforward applications, where planning obligations requirements are known/identified at the outset. This helps to streamline the process and is in accordance with the advice contained in paragraph B36 of Circular 05/2005 in this respect. However, Unilateral Undertakings are unlikely to be appropriate for large or more complex developments. Planning obligations are a proper and recognised part of the planning system; they can both improve a development and help it to go ahead, and in addressing the impacts of the development on the infrastructure of an area can bring local benefits. Planning obligations should not be used when the use of planning conditions would suffice.

- 2.2. Circular 05/2005 is the current key source of Government guidance on the use of planning obligations. It states that planning obligations are agreements “*intended to make acceptable development which would otherwise be unacceptable in planning terms*” and that they can be used to “**prescribe** the nature of the development (eg by requiring that a certain proportion of housing is affordable) or to secure a contribution from a developer to **compensate** for loss or damage created by a development (eg loss of open space) or to **mitigate** a development’s impact (eg through increased public transport provision).” Planning obligations may be used to secure on-site and off-site infrastructure requirements.
- 2.3. Circular 05/2005 advises that planning obligations should only be sought when they meet all the five tests set out below:
- (i) relevant to planning;
  - (ii) necessary to make the proposed development acceptable in planning terms;
  - (iii) directly related to the proposed development;
  - (iv) fairly and reasonably related in scale and kind to the proposed development; and
  - (v) reasonable in all other respects.
- 2.4. Where planning obligations are used to secure compensation for loss of or damage to a feature or resource nearby, for example a landscape feature of biodiversity value, open space or right of way, there should be some relationship between what is lost and what is to be offered. Circular 05/2005 advises that a “*reasonable obligation will seek to restore features, resources and amenities to a quality equivalent to that existing before the development.*”
- 2.5. Specific advice is given on maintenance payments. The Circular states that “*Where contributions are secured through planning obligations towards the provision of facilities which are predominantly for the benefit of the users of the associated development, it may be appropriate for the developer to make provision for subsequent maintenance.*” However, in situations where “*an asset is intended for wider public use, the costs of subsequent maintenance and other recurrent expenditure associated with the developer’s contributions should normally be borne by the body or authority in which the asset is to be vested. Where contributions to the initial support (“pump priming”) of new facilities are necessary, these should reflect the time-lag between the provision of the new facility and its inclusion in public sector funding streams or its ability to recover its own costs...*”
- 2.6. The Circular advises that contributions can either be in kind or in the form of a financial contribution, which may be in the form of a lump sum or endowment or a series of phased payments over a period of time. Contributions may be pooled where the combined impact of a number of developments creates the need for infrastructure. The use of

formulae and standard charges where appropriate is encouraged but where this approach is followed the formulae/level of standard charges should be published in advance in a public document.

- 2.7. In order to provide clarity and certainty to developers, local authorities should seek to include as much information as possible in their published documents in the Local Development Framework. Development Plan Documents (DPDs) should include general policies about the principle and use of planning obligations. Generic policies should cross-refer to relevant topic-specific DPD policies, whilst more detailed policies applying the principles set out in the DPD (eg application to specific localities and likely quantum of contributions) should then be included in SPDs.
- 2.8. Other recent Central Government commissioned studies and guidance on the use of planning obligations have concentrated on reviewing best practice and recommending ways of streamlining procedures to generate improvements in the system. These have included:
- Planning Obligations: Practice Guidance (DCLG August 2006)
  - Model legal agreement prepared by the Law Society (DCLG August 2006)
  - Valuing Planning Obligations in England (Sheffield University and Halcrow Group on behalf of DCLG May 2006)
  - A group of documents produced by the Audit Commission including: Securing Community Benefits through the Planning Process, Value for Money Self-Assessment Guide, Corporate Awareness Checklist: and Route Map to Improved Planning Obligations (August 2006): all focused on improving performance on S106 agreements.

The City Council provided information, including access to its database for the Valuing Planning Obligations in England Study and was cited in two of the case studies of best practice in the Planning Obligations: Practice Guidance document..

- 2.9. Central Government highlighted its intention to introduce changes to the current S106 system in S46 of the Planning and Compulsory Purchase Act 2004 and in a number of subsequent consultation documents, the latter of which have focused on the introduction of the Planning Gain Supplement (PGS), a form of tax to be levied on the residual value based upon the difference between the price of land before and after development. The funds raised would go to HM Treasury who would then pass back a “significant majority” to areas where it has been raised. This would mean that the existing S106 system would be significantly scaled back to apply only to site-specific mitigation requirements. The last consultation from DCLG on this entitled: Changes to Planning Obligations: a Planning Gain Supplement Consultation was published in December 2006 and the consultation period on it expires on 28 February 2007. In addition, the

Planning Gain Supplement (Preparations) Bill was published on 8 December 2006.

- 2.10. In addition to Circular 05/2005, guidance relevant to the use of planning obligations has been provided in other Government circulars and planning policy guidance notes/statements. These include:
- PPS1 –to promote outcomes in which environmental, economic and social objectives are achieved together over time;
  - PPG2 - to offset the loss of, or any impact on, any amenity on a site prior to development, to provide opportunities for outdoor sport and recreation near urban areas and to secure nature conservation interest;
  - PPS3 – to create sustainable, inclusive, mixed communities in all areas, with good access to jobs, key services and infrastructure;
  - PPG9 – to promote sustainable development and to conserve, enhance and restore the diversity of the country's wildlife and geology and sets of key principles to ensure that the potential impacts of planning decisions on biodiversity and geological conservation are addressed.
  - PPG10 –to protect the environment by producing less waste and provide sufficient opportunities for new waste management facilities.
  - PPG13 – to seek contributions to measures to assist public transport, walking and cycling;
  - PPG17 – to promote the importance of open spaces, sport and recreation provision and the contribution that they make to the quality of life.
  - PPG23 – to mitigate the impact of potentially polluting developments.

#### Regional/Sub-Regional Guidance

- 2.11. The Cambridgeshire and Peterborough Structure Plan 2003 sets out the framework for planned growth in the Cambridgeshire and Peterborough areas to 2016. RPG6 sets an extremely challenging development target for the Cambridge Sub-Region, of an additional 47,500 additional homes. The Structure Plan contains a number of policies relating to the provision of development-related infrastructure: P6/1 –Development-related provision, P5/4 –Meeting locally identified housing needs; P8/2 –Implementing sustainable transport for new development; P8/3 –Area Transport Plans; P9/8 Infrastructure provision, P9/9 –Cambridge Sub-Region transport strategy. The POS will have to be revised in due course to take account of any implications arising from the Regional Spatial Strategy, which will supersede RPG6 and partly supersede the Structure Plan.

#### Cambridge Local Plan 2006

- 2.12. Chapter 10 of the Cambridge Local Plan 2006 sets out how the proposals and policies of the Local Plan will be implemented to fulfil the objectives of the Plan, including through the use of planning

obligations. Policy 10/1 Infrastructure Improvements is the key Local Plan policy in this respect. It states that:

*“In order to secure the development of sustainable communities, and to mitigate the adverse impacts that new development may have on the local community and infrastructure of the City and the Cambridge Sub-Region, developments which directly improve or provide contributions for the provision or improvement of the following physical and community infrastructure will be permitted: transport, public open space, indoor and outdoor recreational facilities, community facilities, waste recycling, the public realm and public art and environmental aspects.*

*Infrastructure provision and improvements will be secured through planning obligations.”*

2.13. Paragraph 10.10 of the Local Plan states that:

*“ The large-scale nature of some of the allocations identified in the Local Plan is such that they are likely to be required to incorporate new community infrastructure (for example, schools, community facilities) for new residents in addition to addressing the impact they may have on the existing infrastructure.”*

This is particularly relevant to Section 4.

2.14. The City Council’s strategy for implementation through use of planning obligations is set out in Paragraph 10.11 which states that:

*“The City Council will:*

- *Update its guidance for infrastructure provision in accordance with its Local Development Scheme; and*
- *Identify through further planning guidance agreed for the Areas of Major Change and larger allocations, any additional infrastructure that they will be required to provide or contribute towards.*

*In doing so account will be taken of Government guidance, the Regional Spatial Strategy, the Structure Plan, any joint Sub-Regional Strategy for developer contributions and other relevant documents including the Annual Monitoring Report.”*

2.15. Although Policy 10/1 is the key general planning obligations-related Local Plan policy, a number of other topic-specific policies are also relevant to the provision of specific community and transport infrastructure:

<b>SUBJECT</b>	<b>POLICY NUMBERS</b>	<b>POLICY TITLE</b>
Affordable Housing	5/5 5/6	Meeting Housing Needs Meeting Housing Needs from Employment Development
Transport	8/3 8/5 8/7	Mitigating Measures Pedestrian and Cycle Network Public Transport Accessibility

Open Space and Recreation	3/7	Creating Successful Places Open Space and Recreation Provision Through New Development Protection of Open Space Community Facilities in the Areas of Major Change Provision of Community Facilities Through new Development New Leisure Facilities
	3/8	
	4/2	
	5/13	
Education	5/13	Community Facilities in the Areas of Major Change
	5/14	Provision of Community Facilities Through New Development
Community Facilities	5/13	Community Facilities In the Areas Of Major Change
	5/14	Provision of Community Facilities Through New Development
Public Realm	3/7	Creating Successful Places
Public Art	3/7	Creating Successful Places
Waste and Recycling	3/12	The Design of New Buildings
Infrastructure Requirements Within the Areas of Major Change	9/2	Phasing of Areas of Major Change Development in the Urban Extensions East Cambridge Southern Fringe Northern Fringe Land Between Madingley Road and Huntingdon Road Land Between Huntingdon Road and Histon Road Station Area
	9/3	
	9/4	
	9/5	
	9/6	
	9/7	
	9/8	
9/9		

### Sustainable Development

2.16. Sustainable development has recently been defined by Central Government in the UK Sustainable Development Strategy (2005) as:

- Living within environmental limits;
- Ensuring a strong, healthy and just society;
- Achieving a sustainable economy;
- Promoting good governance;
- Using science responsibly.

2.17. Sustainability is a key theme of the vision and strategy for development in Cambridge and is promoted in development plans relevant to the City including the Cambridge Local Plan 2006. In addition, the City Council has existing relevant Supplementary Planning Guidance adopted in 2003, the Cambridge Sustainable Development Guidelines, which provide guidance and sources of information and advice on how

development proposals can be more sustainable. This will be superseded in 2007 when the new Sustainable Design and Construction SPD is adopted, which is currently in preparation. It covers a range of sustainability issues, including climate change adaptation, energy, transport, waste, water and pollution.

- 2.18. The POS seeks to incorporate and promote the principle of sustainable development in two main ways. Firstly, it seeks to identify the potential impacts of new developments on the physical and social infrastructure of the City. Secondly, it seeks to mitigate the identified impacts of new developments through adopting a sustainable approach to the expenditure of any contributions received through the planning obligation system, for example, supporting transport measures by means other than the private car.
- 2.19. As required under the provisions of the Planning and Compulsory Purchase Act 2004, this SPD is supported by a Sustainability Appraisal.

### **3.0 METHODOLOGY FOR CALCULATING AND APPLYING CONTRIBUTIONS TO COMMUNITY INFRASTRUCTURE**

- 3.0.1. For the purposes of this strategy, the term community infrastructure is intended to cover the physical and social infrastructure required to support a new development and mitigate its impact. The areas included are:
- Affordable and special needs housing (Section 3.1)
  - Transport (Section 3.2)
  - Open space and recreation (Section 3.3)
  - Community facilities (Section 3.4)
  - Waste (Section 3.6)
  - Public realm (Section 3.7)
  - Public art (Section 3.8)
  - Other potential development-specific requirements (Section 3.9)
- 3.0.2. Each of these areas is considered below and sub-divided into three main topics as follows:
- a) Policy framework and establishing the impact of new development. This varies according to the type of infrastructure in question.
- b) Methodology for calculating financial contributions and their application to development proposals. Both the methodology for calculating financial contributions in relation to mitigating the impact of new development on physical and social infrastructure and how it is applied to development proposals varies according to the type of infrastructure in question. This reflects the different types of impact new development will have on different types of infrastructure. Where possible, this Strategy sets out the

methodology for calculating the off-site contribution required, where it has been established that on-site provision in kind is not feasible/practical/appropriate. However, in some cases, as individual impacts of potential developments will vary so significantly, they will need to be considered on their individual merits. In some cases, a contribution will be required from each new unit developed but for other types of infrastructure, contributions will only be required from developments above a specified threshold.

c) Framework for expenditure of contributions

Circular 05/2005 states that planning obligations should not be used solely to resolve existing deficiencies in infrastructure provision. Nor can contributions be used to substitute/replace existing local authority funding. Contributions will be used to mitigate the impact of new development, either alone or in conjunction with funding from other sources. Where relevant, the expenditure of contributions may include design and procurement fees incurred as part of the implementation of projects. Further information on how potential projects for funding using planning obligation contributions are selected and contributions secured from individual developments are allocated towards them can be found in Appendix A of this Strategy –“Methodology for selecting and applying planning obligations contributions to potential projects.”

### **3.1. AFFORDABLE AND SPECIAL NEEDS HOUSING**

Policy framework and establishing the impact of new development

- 3.1.1. Policies 5/5 and 5/6 of the Cambridge Local Plan 2006 are relevant. The City Council will produce a separate Affordable Housing SPD to provide detailed guidance on the interpretation and application of the above policies. This SPD will therefore provide only a broad overview of requirements.
- 3.1.2. Affordable housing is housing provided for people who cannot afford to rent or buy housing locally to meet their housing needs. It includes affordable supported housing. It must be provided for the long-term to meet existing and future needs.
- 3.1.3. The availability of housing that is affordable and accessible to those in housing need is a major and growing problem in Cambridge and the Cambridge Sub-Region. New employment developments can also add to pressures on the housing market, whilst a lack of suitable and affordable housing can lead to recruitment difficulties, unsustainable travel patterns and threaten the development and expansion of employment clusters. Further detailed background information on affordable housing needs in Cambridge can be found in the Cambridge Housing Needs Survey 2002 and the Cambridge Sub-Region Key Worker Housing Research Report 2003. More up to date evidence will

be provided by the results of a Sub-Regional Housing market Assessment which is currently being undertaken.

3.1.4. Affordable housing types include the following:

- **Social rented housing** –housing provided at below market rent levels controlled by the Housing Corporation, normally by registered Social Landlords (Housing Associations);
- **Intermediate housing** –housing for those who do not qualify for social rented housing, but whose incomes are such in relation to local housing costs that they are not able to access market housing. This includes a) **Intermediate Rented Housing** (rents not to exceed 30% of net median household incomes in Cambridge except where provided for specific groups of key workers, where they should not exceed 30% of the net median household income for the specific group b) **Low Cost Home Ownership** (including shared ownership, equity share and discounted market housing. Costs (mortgage and any rent) are not to exceed 30% of gross median household incomes in Cambridge except where provided for key workers, where they should not exceed 30% of the gross median household income for that specific group.

3.1.5. Key worker housing should be located within a 30 minute distance by public transport or other sustainable transport modes of their place of employment and will normally be employed in the public sector. A register of key workers eligible for nomination to such housing will be kept by the City council or by another body approved by the city Council. Key worker housing will be available to initial and successive occupiers unless there are no eligible nominees, in which case units will be offered to others in housing need. Housing for specific groups of workers other than those included in the above definition can be included as affordable housing, subject to evidence that their employers are having recruitment and retention difficulties related to housing costs and that their workers cannot afford to buy or rent suitable housing locally to meet their housing needs.

3.1.6. People in housing need will comprise people nominated by the City council from its Housing Needs Register, the priority homeless, those nominated by a Housing association where the City Council does not have nomination rights and those nominated from other registers of housing need as agreed by the City Council.

Methodology for calculating financial contributions and their application to development proposals

3.1.7. Policy 5/5 requires that housing developments (including the provision of retirement homes for sale) on sites of 0.5 ha or more and all developments including an element of housing which have 15 or more dwellings provide an agreed mix of affordable housing types to meet

housing needs. The Council will seek 40% or more of the dwellings or an equivalent site area as affordable housing.

- 3.1.8. The precise amount of affordable housing to be provided on each site will be negotiated taking into account the viability of the development and whether there are other planning objectives that need to be given priority. Policy 5/5 requires that provision will be made on site unless otherwise agreed. The City Council's Affordable Housing SPD will provide detailed guidance on the application of the policy including how viability considerations will be taken into account in applying the 40% or more threshold and setting out circumstances where off-site provision may be considered appropriate. The nature and type of affordable housing to be provided in a development, and the overall dwelling type mix to be provided in it, will be informed by the results of the Sub-Regional Housing Market Assessment and other material evidence applicable at the time of each planning application. These provisions will be subject to negotiation with the aim of getting the best fit between housing needs, the creation of sustainable communities and available resources.
- 3.1.9. Policy 5/6 seeks the provision of affordable housing in conjunction with employment development proposals that are likely to have an impact on the demand for affordable housing in Cambridge or the Cambridge Sub-Region. The provision sought may either take the form of a) a financial contribution towards the provision of affordable housing on-site or b) the incorporation of affordable housing provision on site. However, this policy requirement can be satisfied in cases where employers of staff recognised as key workers can demonstrate that they are providing or contributing towards the provision of key worker housing for their staff for those proposals where the employment development is to be occupied by that employer.
- 3.1.10. Types of employment development to which Policy 5/6 applies are:
- B1(a) offices;
  - B1(b) high-tech and related industries and services concerned mainly with commercial research and development;
  - C2 hospitals including healthcare teaching and research;
  - D1 educational uses and associated sui generis research institutes and academic research institutes.
- 3.1.11 Detailed guidance on the operation of this policy, including development thresholds to which the policy will be applied and scale of provision required in relation to the size of the development is provided in the City Council's Affordable Housing SPD.

Framework for provision of affordable housing/expenditure of financial contributions

- 3.1.12. Where affordable housing units are provided on site as part of a development scheme, discussions will take place at an early stage with the developer to establish the required mix of units for the affordable

housing element. On-site provision will be secured by a S106 agreement that will include provisions to ensure that the occupation of such housing will be limited to people in housing need and that it remains available for use as affordable housing in the long-term.

3.1.13. In those exceptional cases where the agreed provision takes the form of financial contributions in lieu of on-site provision of affordable housing, the methodology relied upon for calculating the level of financial contribution required will be that set out in the City Council's Affordable Housing SPD. The contributions will be used to fund alternative new affordable housing schemes in the city. The financial contribution will be secured by a planning obligation.

3.1.14. For the developments within the Areas of Major Change and other large-scale developments outside these areas, issues relating to phasing and mechanisms for delivery of the affordable housing provision will also need to be addressed.

## 3.2. TRANSPORT

### Policy impact and establishing the impact of new developments

3.2.1. The transport system in Cambridge is under pressure as a result of the level of development in the city, demand for access to the city centre and physical factors such as the limited capacity for all modes of travel. Traffic flows on radial routes into the city are high, with cars, taxis and delivery vehicles accounting for a high percentage of traffic flows. The situation leads to severe congestion problems on some sections of the radial and ring road routes, hampering public transport reliability and increasing safety problems in particular for pedestrians and cyclists. New development in the city and on the outskirts of the city will increase these problems if measures are not taken to control and address them. With no infrastructure improvements at both local and strategic levels, congestion, the reliability of travel by all modes, air quality and safety will get worse. Therefore it is important that measures are taken to mitigate the additional impact of new developments on the city's transport infrastructure.

3.2.2. Key transport objectives for Cambridge are set out in the Cambridge Local Plan 2006, the Cambridgeshire and Peterborough Structure Plan 2003 and the Cambridgeshire Local Transport Plan 2006-2011. These seek to minimise the need for people to travel by private car; to minimise the adverse effects of transport on the environment; to provide accessibility; and to provide an efficient and safe transport system particularly for vulnerable groups such as cyclists and pedestrians. Structure Plan policies P8/2 –Implementing Sustainable Transport for New Development and P8/3 –Area Transport Plans are particularly relevant to new development proposals.

3.2.3. Chapter 8 of the Cambridge Local Plan 2006 (Connecting and Servicing Cambridge) has the following objectives:

- To minimise the distances people need to travel, particularly by car;
- To maximise accessibility for everyone, particularly to jobs and essential services;
- To ensure adequate provision of sustainable forms of infrastructure to support the demands of the City;
- To promote a safe and healthy environment, minimising the impact of development upon the environment.

3.2.4. The key Local Plan policies are:

- 8/3 (Mitigating Measures) -requires the provision of suitable mitigating measures from developments likely to place demand on the transport system. Financial contributions will be sought towards improvements in transport infrastructure in the wider area affected by increased development, in particular to support public transport, cycling and walking. This will be in addition to any identified necessary site-specific measures. A staff travel plan will be required for non-residential developments.
- 8/5 (Pedestrian and Cycle Network) –requires funding for high quality physical provision of walking and cycling routes, both within and adjacent to the development site. Existing routes should be retained and improved where possible.
- 8/7 (Public Transport Accessibility) –requires that all developments within the urban extensions must be served by a high quality public transport service within a 400m walk. Developers will be required to ensure the provision of services from the first occupation of development for a period of up to 5 years.
- 9/2 (Phasing of Areas of Major Change) and Phasing Table – sets out the key necessary transport infrastructure requirements for the developments within the Area of Major Change, including phasing assumptions.
- 9/3 (Development in the Urban Extensions) –sets out the strategy for infrastructure provision within the Urban Extensions, with reference to the use of planning obligations as a mechanism to ensure provision of and contributions towards key categories of infrastructure provision, including transport.
- 9/4 (East Cambridge), 9/5 (Southern Fringe), 9/6 (Northern Fringe), 9/7 (Land Between Madingley Road and Huntingdon Road), 9/8 (Land between Huntingdon Road and Histon Road) and 9/9 (Station Area) –set out the principles for developments within each of the Areas of Major Change, including development -specific transport objectives and infrastructure requirements.

- 3.2.4. The key objectives of the Cambridgeshire Local Transport Plan 2006-2011 are:
- To create a transport system that is accessible to all;
  - To protect and enhance the built and natural environment;
  - To develop integrated transport and to promote public transport, walking, cycling and other sustainable forms of transport;
  - To make travel safer;
  - To maintain and operate efficient transport networks;
  - To provide a transport system that supports the economy and the growing population of the County.
- 3.2.5. The Southern Corridor Area Transport Plan (SCATP) was adopted as Supplementary Planning Guidance to the Cambridge Local Plan 1996 in January 2000 and a revised version was adopted in July 2002. The Eastern Corridor Area Transport Plan (ECATP) was adopted as SPG in November 2000 and a revised version was adopted in July 2002. The Northern Corridor Area Transport Plan (NCATP) and Western Corridor Area Transport Plan (WCATP) were adopted as SPG in March 2003. The Area Transport Plans are companion documents to this Strategy and set out in detail the mechanism by which contributions will be sought from new developments towards the provision of new transport infrastructure to mitigate the impact of new development. The Area Corridor Transport Plans are currently under review and revised versions of the documents or a combined single document, in the form of technical guidance to support the Cambridge Local Plan 2006 are/is likely progressed through to adoption during the course of 2007/08. This revised technical guidance, once adopted, will remain as a companion document to the POS SPD.
- 3.2.6. The Cambridge Walking and Cycling Strategy 2002 was adopted by the City Council in July 2002. It promotes transport policies and actions which give priority to environmentally friendly modes of transport. A key element of the strategy is the design of safe and continuous Walking and cycling networks.
- 3.2.7. The Protection and Funding of Routes for the Expansion of the City Cycle Network Guidelines which were adopted in ????? identify potential new cycle routes to and from and within the Urban Extensions to be funded through planning obligations.

#### **The Need for Transport Infrastructure Improvements**

- 3.2.8. New developments can give rise to a need for transport improvements in a number of ways and it is important for the purposes of this Strategy that they are clearly distinguished.
- 3.2.9. In the case of many development schemes, specific works and improvements will be required either on-site or off-site to mitigate the direct impact of the development scheme on the transport network and to make the proposed development acceptable, for example, improvements to junctions, provision of traffic lights and pedestrian or

toucan crossings, local traffic calming or the introduction of parking restrictions on surrounding streets. These can be categorised as **development-specific transport works** and are normally required to be implemented as part of the development scheme.

3.2.10. Development schemes that give rise to a significant increase in trip rates are likely to have an impact on Cambridge's strategic transport infrastructure well beyond the site and its immediate surroundings. The Local Transport Plan seeks to stabilise traffic and then reduce non-sustainable forms of transport entering the city. In order to mitigate the impact of new development of the strategic infrastructure of the city, improvements and investment are required on a strategic level to reduce dependency on the private car and achieve a reduction in traffic levels. Such improvements could include the expansion of park and ride sites, improvement of the citywide cycle network and introduction of real time information on public transport routes. It is considered appropriate that the development schemes that give rise to significant increases in trip rates should be required to contribute to these strategic improvements. In view of the scale of many of the improvements, contributions from a number of developments may need to be pooled in order to implement the improvements.

3.2.11. In addition to improvements to transport infrastructure, travel plans are an effective way of promoting and co-ordinating travel by means other than the private car among employees of non-residential developments. Travel plans aim to reduce car usage, increase the use of public transport, walking and cycling and deliver sustainable transport objectives.

Methodology for calculating contributions and their application to development proposals

**Development-specific improvements**

3.2.12. These depend on the nature and scale of the development scheme proposed and will vary from site to site. Most planning applications are accompanied by a transport assessment which is used to assess the application and decide if specific on-site and off-site measures are required to make it acceptable. These could range from provision of new road and public transport infrastructure provision for the Areas of Major Change developments, pedestrian and cyclist access to the site, local on-street parking controls as well as improvements to the physical highway network. Other local transport-related issues may arise from the public consultation carried out on the planning application and these will need to be assessed by planning and transport officers in the context of the site proposals.

3.2.13. Development-specific improvements are directly related to the development proposal and are required in order to address immediate impact. They are therefore an integral part of the development scheme. The developer is normally required to implement development-specific improvements as part of the development scheme. Alternatively, the

developer may choose to contribute a sum of money to the local highways authority to implement the work on the developer's behalf, for example, the provision of a signalised pedestrian crossing. Where a developer decides to implement improvements in this way, they will be required either to develop a costed-up scheme in consultation with the local highways authority or commission the local highway authority to design and implement the scheme.

### **Strategic transport improvements**

- 3.2.14. Contributions will be required from all developments within the areas defined in the Area Corridor Transport Plans (and any subsequent technical guidance that may replace them in the future), which generate in excess of 50 additional person trips to and from the site on a daily basis. Trip rates for the most common types of development are provided in the Area Transport Plans. Where a development does not fall directly within a use class set out in the Area Corridor Transport Plans, levels of trip generation will need to be treated more flexibly and be agreed between the applicant and the Council. This is currently the case in terms of developments which can be defined as essential public infrastructure with a local need ie clinical development at Addenbrooke's Hospital and certain educational uses.
- 3.2.15. The mechanism by which contributions to strategic improvements are calculated is set out in detail in the Area Transport Plans (and in any future technical guidance that may replace them). Briefly, contributions are calculated by dividing the total cost of the development-related transport schemes proposed in that area of the city by the total number of new trips that are estimated to be generated by the developments in each area. The individual Area Transport Plans (and any subsequent technical guidance that may replace them in the future) should be referred to for the details of the calculations of contributions.
- 3.2.16. Contributions based on this formula will be calculated from the total transport impact that a new development is predicted to have. This is represented by the total number of trips (by all modes of travel) that will be generated by such developments. In most cases, the existing trip generation from the site should be subtracted from this figure to give the net increase in trips generated. This figure should then be multiplied by the contribution per trip to give a gross contribution.

### **Travel Plans**

- 3.2.17. In accordance with paragraph 89 of PPG13, travel plans will normally be required for the following categories and scale of development.
- All major developments comprising employment or services (2500m<sup>2</sup> gross floorspace or above), retail (1000m<sup>2</sup> gross floorspace or above), leisure (100m<sup>2</sup> gross floorspace or above or 1500 seats).
  - Smaller employment, retail, leisure and service development which would generate significant amounts of travel.

- New and expanded school development.
- Where a travel plan would help address a particular local traffic problem associated with a planning application which might otherwise have to be refused permission on local traffic grounds.

#### Expenditure of contributions

#### **Development –specific improvements**

- 3.2.18. Where a developer has made a financial contribution to the local highway authority to implement an item of transport infrastructure directly related to a specific development, the timing of implementation will be clearly specified in the S106 agreement relating to the development. Implementation is likely to be related to the implementation of the development.
- 3.2.19. Each Area Transport Plan (and any subsequent technical guidance that may replace them in the future) includes a list of schemes to which contributions for strategic transport improvements will be allocated. The programme of schemes and their prioritisation will be kept under review by the County Council and City Council. Schemes will be prioritised according to their impact on reducing use of the private car within the relevant areas and reviewed on a periodic basis, taking into account any additional guidance adopted by the City Council or County Council such as the Cambridge Walking and Cycling Strategy.
- 3.2.20. In view of the large-scale nature of the strategic transport improvements, a longer-term programme is envisaged for their delivery. As some of the larger projects identified may require contributions from a number of developments in order to fully implement them, in most cases an expenditure period of 10 years will be specified in planning obligations in order that sufficient funds can be built up to fund projects.

### **3.3. OPEN SPACE AND RECREATION**

#### Policy framework and establishing the impact of new developments

#### **Outdoor and Indoor Sports Facilities, Informal Open Space, provision for Children and Teenagers and Allotments**

- 3.3.1. Open space is an essential part of our natural resource base and is needed to provide for the outdoor recreation needs of its residents as well as making a significant contribution to the setting, character, amenity and biodiversity of the City. It can include commons, recreation grounds, Historic Parks and Gardens, sites with nature conservation designation, outdoor sports facilities, provision for children and teenagers, semi-natural green spaces, allotments, urban spaces, cemeteries, green corridors and country parks. Such spaces are important for providing recreational opportunities, wildlife habitat and cycling and pedestrian access as well as for their environmental

significance. Many open spaces fulfil more than one function. For example, allotment provision will also enhance amenity and biodiversity and natural green spaces are valuable for children's play. Open space provision could also be used for the storage/recycling of water to benefit flood protection and encourage sustainable drainage systems. However, open space used in this way must be designed to be enjoyed and used by the public if it is to contribute towards meeting the standards.

3.3.2. Over the years there has been some gradual erosion of open spaces within Cambridge. With the increasing pressure for development in the City, it is particularly important that its green spaces are protected and enhanced and that new public open spaces are created. Even in areas that contain existing areas of open space, there may be issues in relation to the quantity, size and quality of the open space and the size of the population within their catchments. There may still be a need for further provision of or improvements to public open space within those areas also. New residential development and, in some cases, non-residential development, unless it provides sufficient open space as an integral element, can exacerbate the pressure on existing open spaces in Cambridge. The City Council will normally expect all appropriate development to contribute to meeting the additional demand for open space it creates, either on site, or through a commuted payment to provide new open space or improve existing open space provision in the vicinity of the development or in relation to some categories of open space provision, such as outdoor sports facilities and strategic open space, to contribute towards provision that may provide recreational use for residents/other users across a wider area of the city or across the city as a whole.

3.3.3. PPG 17: Sports and Recreation recognises the importance of open spaces, sport and recreation provision and the contribution that they make to the quality of life. It states that Local Plans should include policies requiring recreational facilities to be provided as an integral part of major new developments. Open Space Standards should be set locally and based on assessments of needs and opportunities. PPG17 also attaches great importance to the retention of recreational and open space in urban areas, because demand is concentrated there.

3.3.4. The key policies in the Cambridge Local Plan 2006 are:

- 3/7 (Creating Successful Places) –seeks the provision of clearly distinct public and private spaces.
- 3/8 (Open Space and Recreation Provision Through New Development) –seeks provision of public open space and sports facilities from residential developments in accordance with the City Council's adopted standards as set out in Appendix A of the Local Plan and the Open Space and Recreation Strategy 2006. Seeks provision of open space from non-residential developments where appropriate.

- 4/2 (Protection of Open Space) –seeks to resist development that would be harmful to the character of or lead to the loss of open space of environmental and/or recreational importance unless the open space uses can be satisfactorily be replaced elsewhere and the site is not important for environmental reasons.
- 6/2 (New Leisure Facilities) –where sports facilities are provided through educational development community use may be sought through planning obligations.
- 5/13 (Community Facilities in the Areas of Major Change) – seeks to ensure provision of appropriate community facilities (including indoor sports provision) in conjunction with development within the Areas of Major Change.
- 5/14 (Provision of Community Facilities Through New Development) –seeks to ensure that new developments that lead to an increased demand for community facilities provide or contribute to the provision of appropriate community facilities (includes indoor sports provision).
- 9/3 (Development in the Urban Extensions) –sets out the strategy for infrastructure provision within the Urban Extensions, with reference to the use of planning obligations as a mechanism to ensure provision of and contributions towards key categories of infrastructure provision, including open space and recreation facilities.
- 9/4 (East Cambridge), 9/5 (Southern Fringe), 9/6 (Northern Fringe), 9/7 (Land Between Madingley Road and Huntingdon Road), 9/8 (Land between Huntingdon Road and Histon Road) and 9/9 (Station Area) –set out the principles for developments within each of the Areas of Major Change, including development -specific open space and recreation objectives and infrastructure requirements.

### **Strategic Open Space**

3.3.5. The following policies in the Cambridgeshire and Peterborough Structure Plan 2003 are also relevant:

- P4/2 –Local Plans and major new developments adjoining the countryside will include proposals for informal leisure and recreation, including country parks.
- P7/3 –(Countryside Enhancement Areas)- provides for Local Plans to identify Countryside Enhancement Areas.
- P9/2a (Green Belt) –Local planning authorities with jointly draw up strategies for the active management of the Green Belt for biodiversity and outdoor recreation.

For a location to be regarded as strategic open space, at least five of the following criteria can be expected to apply:

- Fulfil Structure Plan and/or Local Plan objectives;
- Contribute to large-scale public access schemes;
- Contain a network of linear access routes;

- Provide free and open access across the site;
- Are secured or have right of public use in perpetuity;
- Have a status or intent to allow public access;
- The provision of facilities that assist public access
- Meet Local Biodiversity Action Plan targets

### **Categories of Open Space Provision**

3.3.6. The City Council's standards for the provision of open space and recreation facilities are set out in Appendix A of the Cambridge Local Plan 2006 and are based on five types of provision:

- **Outdoor Sports Facilities** –includes playing pitches, courts and greens.
- **Indoor Sports Provision** –formal provision such as sports halls and swimming pools.
- **Provision for Children and Teenagers** –equipped children's play areas and outdoor youth provision.
- **Informal Open Space Provision** –informal provision including recreation grounds, parks and natural green spaces.
- **Allotments** (applies to the Urban Extensions only).

In addition to the above standards, Cambridgeshire County Council also has a standard for provision of:

- **Strategic Open Space** – major areas, usually greater than 25ha in extent but can include smaller woodland areas of natural and semi-natural green space for informal recreation and public access- including country parks, green corridors and nature reserves.

3.3.7. Relevant adopted technical guidance that supports the Local Plan and Structure Plan policies is set out below:

- Open Space and Recreation Strategy 2006 –sets out the vision for open space and recreation provision in Cambridge, guidance on type of different provision required in different developments and schemes for enhancing existing open space.
- Guidance for Interpretation and Implementation of the Open Space Standards-this was originally adopted by the Planning Committee in January 2000 and has been updated on a number of occasions, more recently in conjunction with the adoption of the Cambridge Local Plan 2006. The Guidance is based on the requirements in the Policy 3/8 and the Council's open space standards and is designed to ensure a consistent approach to the provision of open space as part of new developments, either on site or through a contribution made towards the provision or improvement of open space elsewhere. This will be updated following adoption of this SPD.
- Parks for Cambridge People: A Strategy for Parks, Play and Open Spaces managed by the City Council 2004-08 -includes an audit of open spaces and a strategy for their improvement to meet the needs of the city (this document is due to be updated).

- Cambridge Sports Services Strategy 2003-07—set out the vision for the provision of diverse high quality sports services which are accessible to all Cambridge citizens and which make a major contribution to a healthy thriving community (this document is due to be updated).
- Green Infrastructure Strategy for the Cambridge Sub-Region (Cambridgeshire Horizons 2006. Adopted as technical guidance by the City Council following Strategy Scrutiny Committee on 10 July 2006) —sets out a Sub-Regional strategy for the creation of new green infrastructure and the enhancement of existing landscapes over the next 20 years. It also provides guidance for any open space strategies prepared for the Urban Extensions. The Strategy was informed by the Strategic Open Space Study (Cambridgeshire County Council March 2004) and it includes a schedule of Sub-Regional green infrastructure projects. The Council’s Strategy Scrutiny Committee/Executive Councillor agreed that those projects within the Strategy that are accessible by Cambridge residents should be incorporated into the City Council’s POS SPD.
- A Major Sports Strategy for the Cambridge Sub-Region (Cambridgeshire Horizons 2006) —sets out a vision for the creation of a network of high quality community and specialist sports facilities within the Cambridge Sub-Region that will enhance quality of life of existing and new communities (includes major sub-regional sports facilities and specialist sports facilities provision). Whilst not adopted as technical guidance by the City Council, the Strategy was endorsed by the City Council at Strategy Scrutiny Committee in June 2006 and by Community Services Scrutiny Committee in November 2006. It is relevant to the Urban Extension developments and to East Cambridge, in particular. However, its wider implementation would need to be through the introduction of a Sub-Regional tariff/standard charge or potentially the Planning Gain Supplement. As yet, there are no adopted/finalised systems in place to for applying these suggested/proposed mechanisms for delivery of major and specialist sports infrastructure.
- Nature Conservation Strategy (Cambridge City Council) – adopted as technical guidance in September 2006 – describes the present nature conservation situation within the city, sets out a vision for biodiversity and actions for the enhancement of nature conservation and biodiversity.

Methodology for calculating contributions and their application to development proposals

- 3.3.8. The Guidance for Interpretation and Implementation of the Open Space Standards sets out the methodology by which the City Council’s open space standards are applied to new development and where, relevant, how contributions in lieu of on-site provision through a planning obligation are calculated.

### Residential development

3.3.9. The open space standards are applicable to all residential units created as a result of development regardless of whether they result from new-build or conversions. Where the proposal relates to the conversion of existing units to create additional units or the redevelopment of an existing residential site, the open space standard will be applied to the number of additional bedrooms created through conversion or redevelopment. The standards do not apply to existing residential units that are being extended but where no additional units are being created. The number of people is taken to be the same as the number of bedrooms, except for one bedroom units which will be assumed to have 1.5 people and bedsits which will be assumed to be 1 person units. Table 1 below sets out the open space standards for residential developments.

**Table 1 - Open Space Standards**

Type of Open Space	Standard
<b>Outdoor Sports Facilities</b>	1.2 hectares per 1,000 people
<b>Indoor Sports Facilities</b>	1 sports hall for 13,000 people 1 swimming pool for 50,000 people
<b>Provision for Children and Teenagers</b>	0.3 hectares per 1,000 people
<b>Informal Open Space</b> (overlaps with Strategic Open Space)	0.8 hectares per 1,000 people (assuming Strategic Open Space provision is also included). 1.8 hectares per 1000 people if no Strategic Open Space provision is included)
<b>Allotments</b>	0.4 hectares per 1,000 people (Urban Extensions only)
<b>Strategic Open Space</b>	5 hectares per 1,000 people

3.3.10. Certain types of residential development will not always need to meet the full standard as shown in Table 2 below. Open space requirements for other specialist housing not specifically referred to in Table 2 will be considered on its own merits.

**Table 2: Application of the Standards**

	Private residential/ Housing association	Retirement housing+	Non family student housing	Family student housing
Outdoor Sports Facilities	Full provision	Full provision	Full provision*	Full provision*
Indoor Sports Facilities	Full provision	Full provision	Full provision*	Full provision*
Provision for Children and teenagers	Full provision#	No provision	No provision	Full provision**
Informal Open Space	Full	Full	Full	Full

	provision	provision	provision**	provision**
Allotments	Urban Extensions only	Urban Extensions only	No provision	No provision
Strategic Open Space	Full provision	Full provision	Full provision	Full provision

#Children’s Play Areas will not normally be sought for those parts of developments consisting of one bedroom units or bedsits.

+ Retirement housing is any accommodation in Class C3 where there is an age restriction of over 55. The standards do not apply to nursing homes within Class C2.

\*Full provision will not be sought if the accommodation is directly linked to a college by a section 106 agreement and it can be shown that adequate provision of outdoor or indoor sports facilities is made by that college. Although such provision will not meet the definition of public space, it is accepted that if adequate provision is made by the college, students will be unlikely to use public sports facilities.

\*\* Full provision will not be sought if the development is on a college campus and it can be shown that adequate appropriate open space is provided by the college such that students are unlikely to make significant use of other informal open space.

### **Application of Standards to Non-residential development**

3.3.11. Paragraph 3.26 of the Cambridge Local Plan 2006 states that: *“Where appropriate, other non-residential development, including major centres of employment, may require the provision of open space. This will be dealt with through masterplanning or design briefs.”* In addition, paragraph 5.5 of the Open Space and Recreation Strategy 2006 states that: *“retail, employment development and community facilities, such as health centres should include open space to meet the needs of users of the services and employees. This should be particularly considered at Addenbrooke’s Hospital, University development and large employment sites.”* However, as there are no adopted standards for open space provision applicable to non-residential developments, each case needs to be considered on a site by site basis and such provision is only likely to be sought in respect of large-scale non-residential developments, including those within the Urban Extensions.

### **On-Site Provision - where appropriate**

3.3.12. The following section provides guidance on circumstances where on-site provision of open space may be appropriate, by category.

- **Outdoor and Indoor Sports Facilities** -in most cases within the built up areas of the city it will not be possible or practical for residential developments to meet the standards for provision of outdoor sports facilities and indoor sports on site. Consequently, within the built up areas of the city, these standards are generally likely to be met in the form of commuted payments towards the provision of new open space or improvements to existing open space/facilities within these categories. However on-site provision is appropriate for the large-scale developments within the Urban Extensions. The Open Space and Recreation Strategy 2006 gives further guidance on specific requirements for outdoor and indoor sports facilities within these areas.

- **Strategic Open Space**, by reason of its nature, is located on the edge of the city or outside the city boundaries and therefore, other than for the developments within the Urban Extensions, these standards will be need to be met by commuted payments.
- **Informal Open Space** – it is likely that it will not be possible/practical to provide some types of informal open space, such as urban parks and larger areas of natural greenspaces, on site as part of developments, other than within the Urban Extensions. However, on site informal open space in the form of informal playspace should be provided as part of housing developments of more than 25 units and informal activity areas as part of housing developments of more than 10 units.
- **Provision for Children and Teenagers** –toddler play areas should be provided on site as part of housing developments of more than 25 units, local play areas should be provided as part of larger housing developments comprising more than 100 units, neighbourhood play areas as part of the developments within the Urban Extensions and youth provision as part of larger housing developments and within the Urban Extensions (taking into account that 1 bed units and bedsits will not normally be required to provide play areas).
- **Allotments** –these should be provided on site as part of the developments within the Urban Extensions.

#### **Maintenance of On- Site provision**

3.3.13. It should be noted that in respect of any open space provided on site as part of a development, arrangements will need to be made for its maintenance and management. This will normally involve the payment of a commuted sum to the City Council based on the cost of maintenance and management for a period of 12 years, following its adoption. The basis of calculation of costs of maintenance of the various categories of open space is set out in Appendix 3.

#### **Basis for Calculation of Costs of Provision**

3.3.14. Contributions to the provision or improvement of open space are calculated using the number of persons likely to inhabit a development and the costs basis for provision as set out in Appendix 3, which includes costs of maintenance for a 12 year period. A contribution is worked out for each type of open space where full provision is not made within the development. Full details of the methodology for collecting payments can be found in the Guidance for the Interpretation and Implementation of Open Space Standards. A summary of the costs is provided below:

**Table 3 Summary of Open Space Costs**

<b>Category of Open Space</b>	<b>Cost/person</b>	<b>Cost for 20 X 2 bed houses (40 people)</b>
Outdoor Sports Facilities	£285	£11,440
Indoor Sports Facilities	£245	£9,800
Provision for Children and	£316	£12,640

Teenagers		
Informal Open Space*	£157	£6,280
Allotments (Urban Extensions only)#	£175	£7,000
Strategic Open Space	£494	£23,600**
Total excluding allotments	£1,497	£63,720

\*Cost for 0.8 ha/per 1,000, on the assumption that contributions are also paid for Strategic Open Space.

\*\*Strategic Open Space contributions are costed per dwelling by the County, this figure has used £1180/dwelling.

# It is anticipated that allotment provision, where required, will normally be made on site as part of the development. However, if, in exceptional circumstances, off-site provision is agreed, the formula referred to above will be used to calculate the appropriate financial contribution requirement.

### Framework for Expenditure of Contributions

3.3.15. In ensuring that S106 contributions are being effectively used to meet the open space needs of new residents and mitigate the additional pressure they put upon the city's framework of open spaces and recreational facilities, account has been taken of the following documents: the Review of S106 Open Space Projects endorsed by Community Services Scrutiny Committee in November 2006 and by the four Area Committees in November/December 2006 and the Green Infrastructure Strategy. The first includes a schedule of proposed projects for each category of open space –Outdoor Sports Facilities, Indoor Sports Facilities, Provision for Children and Teenagers and Informal Open Space A schedule of Strategic Open Space projects forms part of the Green Infrastructure Strategy for the Cambridge Sub-Region, which the City Council has agreed should be adopted as technical guidance and that those projects within the Strategy that are accessible by Cambridge residents should be incorporated into the City Council's POS SPD.

3.3.16. The framework for expenditure of planning obligation contributions for public open space is proposed as follows:

- Strategic Open Space and Outdoor and Indoor Sports Facilities are considered to be citywide resources and expenditure on these types of open space projects will normally be on a citywide basis.
- Expenditure on Informal Open Space will normally be area-based ie North, South, East or West/Central, other than where a facility is located close to an area/ward boundary, in which case funding may be drawn from more than one relevant area of the city. Some areas of informal open space such as the central parks and commons are used by residents across the city and therefore expenditure in relation to these types of projects will be on a citywide basis.
- Expenditure on Provision for Children and Teenagers will vary depending on the specific type of facility in question. The catchment areas for the various types of play area provision are

as follows: Toddler Play Areas –60 metres, Local Play Areas – 240 metres, Neighbourhood Play Areas –600 metres. Again , there may be some instances where play area projects are centrally located and therefore have a wider, citywide function, in which cases, the expenditure will be on a citywide basis. Youth provision may have a wider catchment area as older children can travel independently to use facilities and their aspirations are very different from those of younger children. It is envisaged that most expenditure in relation to youth facilities would be normally area-based. However, some youth provision may have a citywide function eg Climbing Boulders, BMX facilities and in those instances expenditure will be on a citywide basis.

- Allotment provision is only applicable for the developments within the Urban Extensions. Consequently, in the exceptional circumstances that such provision cannot be secured on site as part of the development, expenditure of any commuted monies for provision of allotments will need to be elsewhere within the area of the specific Urban Extension that generates the requirement, or close to it, to ensure that the facilities are accessible to the future population within that area.

**Table 4 Approach to Open Space Expenditure**

<b>Type of open space</b>	<b>Approach to expenditure</b>
Outdoor sports facilities	Normally on a citywide basis unless a pressing need for improvement for outdoor sports facilities within the locality of the development site is identified
Indoor sports facilities	Normally on a citywide basis unless a pressing need for improvement for indoor sports facilities within the locality of the development site is identified
Provision for Children and teenagers	Toddler play Areas – within 60 metres Local Play Areas –within 240 metres Neighbourhood Play Areas –within 600 metres Youth provision –normally on an area basis All : or on facilities that would benefit residents across the city
Informal Open Space	Normally on an area basis or on facilities which will benefit residents from across the city
Allotments (Urban Extensions only)	Within the specific Urban Extension that generates the requirement
Strategic Open Space	On a citywide basis

3.3.17. A schedule of projects, based on the documents referred to in paragraph 3.3.14, potentially to be delivered using developer contributions is set out in Appendix B of this Strategy. The schedule will

be reviewed and updated annually to take account of new or different priorities and development pressures and any additional strategic guidance adopted by the City Council in relation to open space. The projects identified are in addition to those identified in the Planning Obligation Strategy 2002 and 2004 SPG documents. It will be important to be able to demonstrate that any contribution for open space received in connection with a particular new development will be used to mitigate the impact of that development.

- 3.3.18. The majority of projects listed in Appendix B relate to the improvement of existing open spaces, sports and recreational facilities in order that they can cope with the additional usage and pressure resulting from new developments in the city. However, the City Council will also seek to identify opportunities where new public open space, sports and recreational facilities can be provided in order to mitigate the impact of new development in the city, such as within the Urban Extensions. As some of the larger projects identified may require contributions from a number of developments to allow them to be implemented in full, in some cases an expenditure period of 10 years will be specified in planning obligations in order that sufficient funds can be built up to fund projects.

## **3.4. EDUCATION**

### Policy framework and establishing the impact of new developments

- 3.4.1. Within Cambridge, there are forty state schools, a significant number of private schools, facilities for pre-school childcare, in addition to libraries and other facilities, which facilitate life-long learning.
- 3.4.2. Additional house building taking place within the city as well as a recent increase in the childbirth rate particularly amongst women over 30 has increased the demand for school places and for pre-school provision. On average, every 100 new dwellings is likely to generate 25 pre-school aged children, 25 primary school aged children and 20 secondary school aged children (source: County Education Department).
- 3.4.3. The key policies in the Cambridge Local Plan 2006 are:
- 5/13 (Community Facilities in the Areas of Major Change) – requires that development within these areas are provided with all appropriate community facilities, including schools and nurseries in accordance with an agreed phasing plan.
  - 5/14 (Provision of Community Facilities Through New Development) –requires that new developments which lead to an increased demand for community facilities should provide or contribute to the provision of appropriate community facilities including education and childcare facilities (including nurseries, integrated nursery centres, playgroups, creches and

childminding networks whether public or private) to meet the needs of residents, employees and visitors.

- 9/3 (Development in the Urban Extensions) –sets out the strategy for infrastructure provision within the Urban Extensions, with reference to the use of planning obligations as a mechanism to ensure provision of and contributions towards key categories of infrastructure provision, including education and life long learning facilities.
- 9/4 (East Cambridge), 9/5 (Southern Fringe), 9/6 (Northern Fringe), 9/7 (Land Between Madingley Road and Huntingdon Road), 9/8 (Land between Huntingdon Road and Histon Road) and 9/9 (Station Area) –set out the principles for developments within each of the Areas of Major Change, including development -specific education objectives and infrastructure requirements.

#### Methodology for calculating contributions and their application to development proposals

- 3.4.4. The County Council is responsible for assessing the additional pressure that new residential developments will place on educational facilities. With respect to school places, the capacity of educational establishments is calculated in relation to the permanent accommodation available in light of modernisations and rationalisations that are in progress. The additional space requirements of children with special needs are also taken into account. The capacity in the local area is compared with the commitments for space derived from pupils coming from existing residential areas and previously approved housing developments. If a shortfall in accommodation is anticipated, then an appropriate contribution is sought from the developer to fund the shortfall in places.
- 3.4.5. With pre-school facilities, demand significantly exceeds current provision on a citywide basis, and this situation can be exacerbated by new residential development across the city. There is also a need to expand Childrens Centre facilities to support the growth in family housing. Additionally, new residential development can increase demand on libraries and other facilities which facilitate life-long learning, particularly in regard to equipment and space available.

#### **Large-Scale Developments**

- 3.4.6. In situations where large-scale developments, including those within the Areas of Major Change, either individually or cumulatively generate a requirement for a substantial number of school places (including pre-school provision) /library and life-long learning facilities that cannot be accommodated within existing provision, there is likely to be a requirement for either the provision of new facilities or extensions to existing facilities to enable the additional needs to be addressed associated with such developments. Where new schools/ other education facilities are required, developers will be expected to provide appropriate free serviced sites for such buildings and associated

playing fields as appropriate. In addition, contributions will be required to cover the full cost of providing and fitting out the premises required. In the case of developments that collectively generate the need for new schools/other education facilities, contributions will be expected to be in scale with the size of the respective developments. All such requirements will need to be assessed on a site by site basis. Costs for schools, Childrens Centres, libraries and other education facilities are available from the County Council.

**Other residential developments**

3.4.7. In the case of the smaller residential developments and their incremental impact on the capacity of education facilities, the following methodology will be applied in calculating contributions towards mitigating their impact.

3.4.8. **Primary school and secondary school provision** –planning applications for residential development of four or more dwelling units will be assessed in terms of their impact on the capacity of primary and secondary schools in the local area. Where it is considered that there is insufficient capacity to meet the demand for school places arising from the development, a contribution will be required towards the creation of additional school places as set out below:

Primary school education contribution where no capacity	£2100 per dwelling unit
Secondary education contribution where no capacity	£2500 per dwelling unit

3.4.9. **Pre-school facilities and Children’s Centres** – in view of the lack of capacity of pre-school and children’s centre facilities in the city, planning applications for residential development of four or more dwelling units will be assessed in terms of their impact on the capacity of these facilities. Where it is considered that there is insufficient capacity to meet the likely demand arising from the development, a contribution will be required towards the creation or improvement of pre-school facilities as set out below:

Pre-school contribution	£940 per dwelling unit
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3.4.9. **Libraries and life-long learning facilities** – in view of the pressure put upon life-long learning facilities by new residential development both locally and on a citywide basis, planning applications for residential developments of four or more dwelling units will be assessed in terms of their impact on the capacity of libraries and life-long learning facilities in the area. Where it is considered that there is insufficient capacity to meet the likely demand arising from new

development a contribution towards improvements will be sought as follows:

Life-long learning contribution	£180 per dwelling unit
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### **Categories of residential exemptions**

3.4.11. Residential developments which will not be required to contribute to primary, secondary and pre-school provision are:

- Developments comprising one-bedroomed dwellings or flats or bedsits;
- Developments for sheltered or elderly housing;
- Developments for student accommodation;
- Developments for other specialist housing where it can be demonstrated that the accommodation will not be occupied by children;
- Developments of “total” affordable housing schemes which are developed by Registered Social Landlords where it is demonstrated that future residents of the scheme are already living elsewhere in Cambridge (“Total” affordable housing schemes are those which are not developed as a result of the requirements of Policies 5/5 or 5/6).

3.4.12. Residential developments which will not be required to contribute to life-long learning provision are:

- Developments for student accommodation; and
- Developments of “total” affordable housing schemes which are developed by Registered Social Landlords where it is demonstrated that future residents of the scheme are already living elsewhere in Cambridge (“Total” affordable housing schemes are those which are not developed as a result of the requirements of Policies 5/5 and 5/6).

### **Non-residential developments**

3.4.13. Non-residential development, particularly large-scale employment developments, will need to demonstrate that they are incorporating provision to mitigate their impact particularly in relation to childcare facilities, including pre-school facilities. In addition, paragraph 5.31 of the Cambridge Local Plan 2006 states that: *“If the providers of essential public infrastructure can demonstrate that they are able to meet the demand for related community facilities generated from new development, this will satisfy the requirement of Policy 5/14.”* Such issues will need to be addressed as part of any relevant planning applications.

### Framework for expenditure of contributions

3.4.14. Contributions for educational improvements are used by the County Council to help fund improvements to create new school places and pre-school places where needed, as well as improvements of life-long learning facilities such as libraries. In identifying the need for

contributions to these facilities, the County Council will identify how the contributions are to be spent in mitigating the impact of new development.

### **3.5. COMMUNITY FACILITIES**

#### Policy framework and establishing the impact of new development

- 3.5.1. Community facilities are those 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. For the purposes of the Cambridge Local Plan 2006, community facilities are defined as uses falling within Class D1 (non-residential institutions) of the Use Classes Order, with the exception of university teaching accommodation. In addition, the following sub-categories of Class C2 (residential institutions) are considered to be community facilities: hospitals, residential schools, colleges or training centres. University teaching accommodation, language schools and tutorial colleges are specifically excluded as these do not cater for a primarily local market.
- 3.5.2. Core uses within Class D1 which form the basis of community facilities include premises used for:
- the provision of traditional and complementary medical or health services, except for the use of premises ancillary to the home of the consultant;
  - the provision of education;
  - a crèche, day nursery or playgroup;
  - place of worship or religious instruction;
  - a museum or other building to display works of art for public viewing;
  - a community centre, public hall or meeting place;
  - a public library.
- 3.5.3. In addition, other community facilities that fall outside the D1 or C2 use classes include facilities for the emergency services, public toilets and court buildings.
- 3.5.4. Recreational, educational (including pre-school) and life-long learning facilities are dealt with elsewhere in this document and this section therefore focuses on social, caring (including health), cultural and religious facilities. Such community facilities are delivered by a wide range of stakeholders including the City and County Councils, voluntary groups, religious organisations and groups, primary care trusts and hospital trusts and other bodies.
- 3.5.5. In order to develop a robust process for determining areas of deficiencies in community facilities where additional population will add

to existing pressures, a number of projects and studies have taken place. These include:

- Mapping community facilities in the city in 2001;
- Mapping youth facilities and services in the city;
- Completion of a report on “Community Facilities in Cambridge: A Study of Future Provision and Planning” by Marilyn Taylor Associates in 2003;
- A detailed audit of city community centres in 2004;
- Workshops to identify practical measures to improve the management of community facilities in 2004;
- A study of the needs of minority faith groups in 2004.
- Providing Social and Community Infrastructure Through the Planning Process –a Policy and Practice Review (Marilyn Taylor February 2007).

Other relevant guidance is as follows:

- An Arts and Culture Strategy for the Cambridge Sub-Region (Cambridgeshire Horizons 2006) –endorsed by the City Council’s Strategy Scrutiny Committee in June 2006 and by Community Services Scrutiny Committee in November 2006.
- Balanced and Mixed Communities: A Good Practice Guide (Cambridgeshire Horizons 2006) –endorsed by the City Council’s Strategy Scrutiny Committee in July 2006 - this document explores examples of mixed, balanced and socially inclusive communities elsewhere, structured around a series of themes and identifying key issues.

3.5.6. In addition to the above, the City Council will be developing a citywide cultural facilities strategy, embracing arts, sports and community facilities, that will include an assessment of needs across a range of community facilities. Cambridgeshire Horizons has also commissioned a Faith Study to identify best practice in the provision of faith communities in major new developments in the Sub-Region.

3.5.7. The projects and studies referred to above demonstrate that the provision of, access to and condition of community facilities is sporadic across the city. In addition, population increases arising from new developments will increase demand on existing community facilities in the city. Even small developments are incrementally contributing to demand on existing community facilities.

3.5.8. Currently, community facilities needs fall into the following general areas:

<p><b>New or enhanced community facilities</b></p>	<p>Demands arising from significant new development or incremental growth which could include the need for:</p> <ul style="list-style-type: none"> <li>• new facilities;</li> <li>• refurbishment or redevelopment of existing facilities to meet new or additional needs;</li> <li>• provision of mobile or itinerant facilities where development or refurbishment is not</li> </ul>
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	<ul style="list-style-type: none"> <li>possible or constrained eg youth bus;</li> <li>incentives to assist with the rationalisation of existing community facilities</li> </ul>
<b>Programmes</b>	<p>Sustained services to meet the needs of particular groups which include:</p> <ul style="list-style-type: none"> <li>children and young people;</li> <li>families;</li> <li>older people;</li> <li>people with disabilities;</li> <li>minority ethnic groups</li> </ul>
<b>Projects</b>	<p>Time-limited pieces of work on specific issues and/or needs. Examples could be:</p> <ul style="list-style-type: none"> <li>community arts projects;</li> <li>community safety and health projects;</li> <li>training and development for community organisations</li> </ul>

NB Sustainability is a key objective in all of the above.

3.5.9. The key policies in the Cambridge Local Plan 2006 are:

- 5/13 (Community Facilities in the Areas of Major Change) – requires that development within these areas are provided with all appropriate community facilities, including places of worship or religious instruction, premises and sites for the emergency and health services and other facilities for general community use such as community centres and sports halls, in accordance with an agreed phasing plan. Land may be required for citywide/Sub-Regional community facilities in these areas.
- 5/14 (Provision of Community Facilities Through New Development) –requires that new developments which lead to an increased demand for community facilities should provide or contribute to the provision of appropriate community facilities to meet the needs of residents, employees and visitors.
- 9/3 (Development in the Urban Extensions) –sets out the strategy for infrastructure provision within the Urban Extensions, with reference to the use of planning obligations as a mechanism to ensure provision of and contributions towards key categories of infrastructure provision, including community facilities.
- 9/4 (East Cambridge), 9/5 (Southern Fringe), 9/6 (Northern Fringe), 9/7 (Land Between Madingley Road and Huntingdon Road), 9/8 (Land between Huntingdon Road and Histon Road) and 9/9 (Station Area) –set out the principles for developments within each of the Areas of Major Change, including general infrastructure requirements.

Methodology for calculating contributions and their application to development proposals

3.5.10. In view of the incremental impact that can be made on community facilities by all residential development, all new dwelling units are required to mitigate their impact, either through some form of on-site

provision for large-scale developments or through use of financial contributions towards off-site provision for smaller developments.

### **On-site provision –where appropriate**

- 3.5.11. For residential developments comprising 100 units or more, early discussions, at pre-application stage, should take place with the City Council's Head of Community Development in order to assess a) the likely impact of the development on existing community facilities in the area b) the particular needs of the development in the context of local community facilities needs c) the feasibility of providing some form of community facilities provision on site as part of the development or off-site in conjunction with other developments within the same area. Depending on the scale of the development, on site-provision could range from a new dedicated community centre for the developments within the Areas of Major Change to a community house/flat or community rooms or café for other large developments. Where dedicated new community centre provision is sought, the planning obligations requirements will include provision of free serviced land and the capital cost of the new facility and its fitting out, if not built by the developer. In addition, particularly for the developments within the Areas of Major Change, it is likely that initial pump-priming contributions will also be required for at least the first five years of operation of a new facility.
- 3.5.12. It will not normally be practical or feasible for residential developments comprising less than 100 units to provide on-site community facilities, given the potential land-take and long –term revenue funding implications.

### **Primary healthcare provision**

- 3.5.13. Over recent years, all GP practices within Cambridge have experienced steady growth in their list sizes as a result of the considerable amount of infill development within the city. As a result, many GP practices are at capacity, with a number struggling to accept additional patients and seriously considering closing their lists to new patients. The projected growth of the city over the next ten years will further increase pressure upon existing facilities, particularly where the impact of large-scale developments is concerned. For this reason, for residential developments comprising 100 units or more, early discussions, preferably at pre-application stage, should take place with the Primary Care Trust, in order to assess the impact of the development on existing GP facilities within the local area.
- 3.5.14. In some instances, where there is insufficient capacity within existing GP facilities to accommodate the additional demand for GP facilities arising from the proposed new development, the impact will need to be mitigated. For large-scale developments, such as those within the Areas of Major Change, this may necessitate the incorporation of dedicated new healthcare facilities or significant expansion of existing

facilities as part of the development. In other instances, whilst the provision of dedicated new facilities or significant expansion may not be required, financial contributions may be required towards the provision of improvements of existing GP facilities to allow small-scale expansion. Such requirements will need to be assessed on a site by site basis, having regard to the level of capacity within existing GP facilities within the catchment area in which the proposed new development is located. In those instances, such as within the Areas of Major Change, where new dedicated healthcare provision is required, the planning obligations requirements will include the provision of free serviced land and the capital cost of the new facility and its fitting out. It is also likely that initial pump-priming contributions may be required for the first few years of operation of the facility.

3.5.15 Planning obligations may also be sought to cover the cost of any interim arrangements that may need to be put in place, such as temporary portakabins, to meet additional demand for GP facilities generated by the early new population within these areas, prior to opening of the new permanent facilities.

**Other potential community facilities requirements applicable to large-scale developments**

3.5.16. For large-scale developments, including those within the Areas of Major Change, there may be additional community facilities requirements that will need to be addressed as part of the development, depending on the scale and impact of the proposed development. These will be assessed on a site by site basis, through the master-planning process for the individual developments. These could include all or some of the following:

- Faith provision
- Dedicated youth facilities
- Itinerant facilities such as youth buses
- Financial contributions towards the provision of youth workers or community development workers for a limited period
- Arts and cultural facilities

**Financial contributions towards off-site provision**

3.5.17. In situations where it has been agreed that on site-provision of community facilities is not practical/feasible and for most residential developments comprising less than 100 units, financial contributions will be sought towards the improvement or provision of community facilities (other than primary healthcare provision), as follows:

Improvement or provision of community facilities (other than primary healthcare facilities)	£1185 per 1 or 2 bedroomed dwelling unit £1775 per 3 bedroomed dwelling unit or larger
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3.5.18. In the case of residential developments comprising 100 or more residential units, where the Primary Care Trust has indicated that there

is insufficient capacity within existing GP facilities within the area to meet the additional demand generated by the development but where the development is too small or it is otherwise not practical/feasible to require provision of new dedicated facilities as part of the development, financial contributions will be sought towards the improvement or provision of primary healthcare facilities as follows:

Improvement or provision of primary healthcare facilities	£1,000 per dwelling unit
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**Categories of residential exemptions**

3.5.19. Exceptions to the application of these requirements will be:

**Community facilities, other than primary healthcare facilities**

- Developments for nursing homes within Class C2;
- Developments for student accommodation; and
- Developments of “total” affordable housing schemes which are developed by Registered Social Landlords where it is demonstrated that future residents of the scheme are already living elsewhere in Cambridge. (“Total” affordable housing schemes are those which are not developed as a result of the requirements of Policies 5/5 and 5/6).

**Primary healthcare facilities**

- Developments for student accommodation where it can be demonstrated that sufficient on-site primary healthcare provision is available to cater for the level of demand/increased demand.

Framework for expenditure of contributions

3.5.20. Normally, expenditure of community facilities contributions will be in relation to identified projects within the area of the city in which the development is located in order to mitigate the impact of new residents from these developments on local community facilities. However, in some cases, it may be appropriate to use contributions for the improvement of facilities that are centrally located and/or which serve residents on a citywide basis, including new developments. Contributions will mainly be targeted towards the improvement of community infrastructure such as buildings and equipment to enable them to more effectively meet the demands put upon them by a growing residential population in the city.

3.5.21. The following improvements to community facilities (other than primary healthcare facilities) are currently identified as projects which will help to meet the additional demands being placed upon community facilities by new development in the city. It is proposed that community facilities contributions will be targeted towards these projects. As many of the projects listed below will be delivered in partnership with community groups and the voluntary sector, detailed assessments/project appraisals will be carried out on proposals for funding individual

projects by the Community Services Department before determining the extent of planning obligation contribution to be provided. Additional projects may be considered for funding with the permission of the relevant Executive Councillor and the Chair of the relevant Area Committee or Community Services Scrutiny Committee.

- Arbury Community Centre/Colleges Nursery-Children's Centre (£100,000+£55,000)
- New DEC youth bus (£134,000)
- Refurbishment of King George V Recreation Ground pavilion, Trumpington (£258,000)
- City Centre youth venue (£150,000)
- Equipment for Eastern Gate Court Community Centre (£90,000).

(The costs given above are best estimates)

Other potential projects for funding subject to further detailed assessment include:

- Replacement community minibus –Abbey
- Childcare facilities –City Centre
- Youth facility –Abbey
- Refurbishment and redevelopment of Scout Hut –Flamsteed Road
- Castle Street Methodist Church

3.5.22. In cases where financial contributions are sought towards improvement of or provision of primary healthcare facilities, the Primary Care Trust will indicate to what project the contributions will be allocated as part of its consultation response on the individual planning application.

3.5.23. As some of the larger projects identified may require contributions from a number of developments in order to generate sufficient funding, in some cases an expenditure period of 10 years will be specified in planning obligations in order to allow sufficient funds to be built up to fund the projects.

## **3.6. WASTE**

### Policy framework and establishing the impact of new development

3.6.1. Waste reduction and recycling strategies are an essential part of waste management. Over the next few years, the Government will be putting greater limits on the amount of waste that can be sent to landfill and will also be placing greater fines on those Councils that go over their landfill allowance. To this end, the City Council introduced alternate week collections in October 2005 in order to shift the focus away from

the outdated approach of landfilling and towards the more sustainable approach of recycling.

- 3.6.2. Over the last four years, the amount of household waste collected per person per year has decreased from 438kg in 2002/03 to 393.6kg in 2005/06. Of this waste, 15.7% of the total tonnage of household waste collected in 2005/06 was recycled and 19.5% was composted. This combined figure of 35.2% of waste recycled and composted is an increase on the 17.6% combined total in 2002/03. This compares favourably to the national average of 22% of waste recycled or composted in 2004/05.
- 3.6.3. As development pressures increase within the city, it is going to become increasingly difficult to address the additional waste management needs generated by the growing population. Consequently, there needs to be an emphasis on developments addressing their own waste implications and having the necessary recycling provision in place to serve the needs of occupiers.
- 3.6.4. In addition, given the number of large-scale developments proposed within the Cambridge- Sub-Region, including those within the Areas of Major Change, there will be significantly increased demand for additional local recycling centre facilities and household waste and major waste recycling facilities.
- 3.6.5. Key policies in the Cambridgeshire and Peterborough Structure Plan 2003 are set out below:
- P1/3 (Sustainable Design in the Built Environment) –requires a high standard of design and sustainability for all new developments, including through efficient use of energy and resources, by incorporating facilities for waste recycling
  - P7/12 (Location of Waste Management Facilities) –requires that proposals for major developments make adequate provision for strategic and/or local waste management facilities.
- 3.6.6. The following policies from the Cambridge Local Plan 2006 is also relevant:
- 3/7 (Creating Successful Places) –Developments should take into account provision for the adequate management and maintenance of the development.
  - 3/12 (The Design of new Buildings) –requires that new buildings should be designed to successfully integrate refuse and recycling facilities.

Methodology for calculating contributions and their application to the development proposal

**Household waste and recycling receptacles**

- 3.6.7 Financial contributions will be required in respect of all residential developments for the provision of household waste and recycling

receptacles on a per dwelling basis. As the type of waste and recycling containers provided by the City Council vary, depending on whether the residential development proposed comprises houses or flats, two different formulae will be applicable.

Houses	£65 per house based on 2xwaste receptacles and 2x recycling boxes
Flats	£150 per flat (based on provision of large communal Eurobins which are litre for litre more expensive than small bins)

NB Bulk delivery of receptacles to a developer's site, where bins can be stored and released to residents as and when they move into properties, is preferable.

### **Mini Recycling Centres**

- 3.6.7. For large-scale developments, including those within the Areas of Major Change, consideration will be given to the need to incorporate additional mini recycling centres within the development site, based on the likely level of additional demand generated by the development and the available capacity of any existing local recycling centres in the vicinity. However, it is likely that developments comprising 1,000 or more residential units will be expected to incorporate new underground 7 unit mini recycling centres within the development site. Requirements for developments comprising between 200 –1,000 residential units will need to be assessed on a site by site basis but consideration will be given to the potential for incorporation of smaller underground mini recycling centre facilities., related to the scale of the development.

### **Household Waste and Major Waste Recycling Facilities**

- 3.6.9. Policy P7/12 of the Cambridgeshire and Peterborough Structure Plan 2003 requires that major developments make adequate provision for strategic and/or local waste management facilities. Such requirements will need to be considered in relation to the developments within the Urban Extensions and will be considered as part of the relevant masterplanning processes. Regard will also need to be had to the Cambridge and Peterborough Waste Local Plan 2003 and the current Waste and Minerals LDF process.

### Framework for expenditure of contributions

- 3.6.10. Financial contributions for the provision of household waste and recycling receptacles will be used to fund the required number of receptacles generated directly by the needs of the development.

## 3.7. PUBLIC REALM

### Policy framework and establishing the impact of new development

- 3.7.1. Much of Cambridge's character is derived from the quality and interplay between its natural and built environment, and this character contributes to the success of the Cambridge economy. Successful places, which include streets, parks and squares, provide the setting for everyday life and should be attractive and enjoyable environments available to everyone. However, new development adds pressure to the public realm (defined for the purposes of this Strategy as hard surfaced areas) in Cambridge, sometimes to its detriment. Development which attracts visitors, customers or employees into the city can put increased pressure on urban spaces within the city. Signs of wear and tear resulting from increased intensity of demand on the city's public realm environment are obvious through damage to the fabric of pedestrian routes and public spaces, conflicts between pedestrians and cyclists particularly within the city centre, increasing congestion on roads and pressures from coach parking. The retention of an attractive and safe environment in Cambridge is of benefit to residents and visitors alike. Paragraph 3.17 of the Cambridge Local Plan 2006 therefore states that: "*New developments will be expected to improve and enhance the existing public realm as well as create successful places*" and paragraph 3.22 that: "*New developments will be expected to address or mitigate any impact they may have on community safety and the public realm.*"
- 3.7.2. Relevant Local Plan policies identify the need to achieve a high quality of design in new developments and spaces around them. The public realm and infrastructure within it is an important element of this.
- 3.7.3. In addition, certain types of developments generate impacts beyond their immediate site and generate concerns about safety in the local area. It will therefore be reasonable to look to developers to contribute towards community safety measures, if they are considered essential to offset these impacts and make a development acceptable in planning and safety terms. Developments including entertainment and leisure uses, tourist-related development such as hotels, large retail uses and larger housing and employment developments can benefit from enhanced perceptions arising from community safety measures such as CCTV and lighting in the immediate area. Supermarkets, hotels, recreation and leisure uses including cinemas, restaurants, pubs, clubs and bars may remain open and well patronised long into the hours of the night. Local residents, customers, tourists and other visitors and employees can be significantly affected by rowdy behaviour and more serious criminal activity and vandalism, all of which add to the fear of crime and require preventative measures. Developments proposed in especially isolated or poorly served

locations may be more vulnerable or more likely to attract criminal activity. Associated accesses and routes used by potential customers, employees and/or visitors may be correspondingly underused and therefore vulnerable.

- 3.7.4. Key policies in the Cambridge Local Plan 2006 are set out below:
- 3/7 ( Creating Successful Places) –requires development to be designed to provide attractive, high quality, accessible, stimulating, socially inclusive and safe living and working environments, potentially including a contribution to the improvement and enhancement of the public realm close to the development;
  - 9/9 (Station Area) –requires the provision of (green space and) hard-surfaced open space, possibly as a series of linked spaces from the Station through to Hills Road.
- 3.7.5. The City Council’s over-arching community safety objectives are set out in detail in its Community Safety Strategy for Cambridge 2005-08 and a number of community safety issues are highlighted, in particular in relation to the night-time economy.
- 3.7.6. In recognition of the above, new developments will be required to support and contribute to the following depending on their location and impact: - improvements to the public realm and/or community safety.
- 3.7.7. In recognition of the impact that they have on the public realm, new developments will be required to support and contribute to the following, depending on their impact and location:
- Improvements to the public realm or community safety measures.
- 3.7.8. “Public realm” is defined as hard-surfaced areas and public realm improvements could potentially include one or more of the following types of improvements:
- Creation of new areas of public realm, environmental improvements within the city centre, in district and local centres or along the River Cam, including repaving schemes, new lighting schemes, provision of street furniture, greening initiatives such as tree planting, conservation area enhancements, public accessibility enhancements, public toilets and signage.

This list is not exhaustive and other appropriate types of public realm improvements may be identified depending on the particular circumstances of the case. Such improvements would need to be in the form of positive enhancements and should not substitute for routine maintenance of the public realm, including pavement and street lighting renewal programmes that are within the remit of the City and County Councils.

- 3.7.9. Community safety measures sought in respect of any particular development will depend on the nature of the development and the circumstances of the site. However, they could potentially include contributions or provision of:
- Improved lighting or new lighting schemes and/or improvements to CCTV coverage.

Methodology for calculating contributions and their application to development proposals

- 3.7.10. In recognition of the impact that new developments or extensions to existing developments are likely to have on the City's public realm, and the benefits they receive from operating within an attractive city environment, financial contributions or works in kind to the public realm/community safety provision to a an equivalent value will be sought from:

**Application of Public Realm provision/contributions requirements**

- Residential developments comprising 20 or more units;
- Non-residential developments comprising 500m<sup>2</sup> or more, including extensions of 500m<sup>2</sup> or more to existing non-residential uses (gross floorspace)

**Application of Community Safety provision/contributions requirements**

- Residential developments comprising 20 or more units;
- Hotel, hostel, A3, A4, A5 and D2 uses comprising 100m<sup>2</sup> or more, including extensions of 100m<sup>2</sup> or more to existing uses within these categories (gross floorspace)
- Extensions of opening hours to A3, A4, A5 and D2 uses beyond 20.00 hours.
- Other non-residential development comprising 500m<sup>2</sup> or more, including extensions of 500m<sup>2</sup> or more to existing non-residential uses (gross floorspace)

**On-site provision where appropriate**

- 3.7.8. The provision of on-site improvements will need to be investigated as the initial starting point. However, any on-site public realm improvements will need to be of an equivalent value to the contributions requirement that would otherwise be generated by the development, as set out in the formulae below. Where appropriate on-site improvements can be identified but not to the value of the financial contributions that would otherwise be required under the formulae, financial contributions will be required in addition to the on-site improvements, up to the value set out in the formulae.

**Off-site provision**

- 3.7.10. Where no appropriate on-site improvements can be identified, appropriate off-site improvements will be identified to the value set out in the formulae below. These will normally be improvements within the immediate vicinity of the development in terms of community safety measures. However, public realm improvements contributions may be

allocated towards public realm improvements within the geographical area of the city in which the development is located where it can be demonstrated that the occupiers/users of the proposed development would benefit from these. Alternatively, some contributions may be allocated towards citywide public realm improvement schemes that will benefit residents/users on a citywide basis. These are normally likely to be located within the central area of the city.

3.7.11. If no appropriate community safety measures can be identified on-site or within the immediate vicinity of the development and for public realm improvements, either on site, within the immediate vicinity or geographical area of the city or citywide, after full consideration has been given to these issues which will need to be demonstrated, these requirements will be considered to have been addressed.

3.7.12. The financial contributions requirements to be applied are set out below:

**Public Realm**

Residential developments comprising 20 or more units	£2,000 per unit
Non-residential developments comprising 500m <sup>2</sup> or more including extensions to existing uses (gross)	£4,000 per 100m <sup>2</sup> increase (gross) –rounded up to the nearest 100m <sup>2</sup> from 50m <sup>2</sup> increases and down for increases less than 50m <sup>2</sup> within this range

**Community Safety**

Residential developments comprising 20 or more units	£2,000 per unit
Hotel, hostel, A3, A4, A5, D2 uses comprising 100m <sup>2</sup> or more, including extensions of 100m <sup>2</sup> or more to existing uses within these categories (gross)	£4,000 per 100m <sup>2</sup> increase (gross) –rounded up to the nearest 100m <sup>2</sup> from 50m <sup>2</sup> increases and down for increases less than 50m <sup>2</sup> within this range
Extensions of opening hours to A3, A4, A5 and D2 uses beyond 20.00 hours.	4,000 per 100m <sup>2</sup> of the floorspace area of the premises (gross) – rounded up to the nearest 100m <sup>2</sup> from 50m <sup>2</sup> increases and down for increases less than 50m <sup>2</sup> within this range

Other non-residential development comprising 500m <sup>2</sup> or more, including extensions of 500m <sup>2</sup> or more to existing non-residential uses (gross floorspace)	£4,000 per 100m <sup>2</sup> increase (gross) –rounded up to the nearest 100m <sup>2</sup> from 50m <sup>2</sup> increases and down for increases less than 50m <sup>2</sup> within this range
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#### Framework for expenditure of contributions

- 3.7.13. Specific public realm improvements will either be identified through the planning application/obligations negotiations process and thereafter specifically identified in any related planning obligation or will be allocated to approved projects on the list set out in the Council's public realm strategy currently in preparation.
- 3.7.14. Community safety measures requirements will be identified through the planning application/obligation negotiations process and thereafter specifically identified in any related planning obligation.

### **3.8. PUBLIC ART**

#### Policy framework and establishing the impact of new development

- 3.8.1. The Cambridge townscape benefit from a wide range of public art which contributes to the quality and interest of the environment. The importance of public art to the townscape was recognised by the City Council in its approval of a Public Art Plan for Cambridge in 2002, which was then subject to review in November 2003. This document sets out a strategy for public art in the city. As part of this, Supplementary Planning Guidance on the approach to be taken to the incorporation of public art as part of development schemes was adopted by the City Council in July 2002. It is titled "Provision of public art as part of new development schemes." The guidance includes a definition of public art, and a methodology for incorporating public art within development schemes (normally the preferred approach, except for small developments) or elsewhere. The guidance forms a companion document to the POS SPD. The Public Art SPG is currently under review as part of the Council's LDS and revised guidance in the form of an SPD will be produced in 2008.
- 3.8.2. The key policies in the Cambridge Local Plan 2006 are:
- 3/7 (Creating Successful Places) –development will be permitted which demonstrates that it is designed to provide attractive, high quality, accessible, stimulating, socially inclusive and safe living and working environments, with the inclusion of public art within new developments as a factor to be taken into account.

- 9/3 (Development in the Urban Extensions) –sets out the strategy for infrastructure provision within the Urban Extensions, with reference to the use of planning obligations as a mechanism to ensure provision of and contributions towards key categories of infrastructure provision, including public art.

Methodology for calculating contributions and their application to development proposals

- 3.8.3. The City Council’s Public Art SPG advises that public art requirements will apply to all Major applications and that provision for public art should normally be made on –site as part of the development, to the equivalent value of 1% of the total capital construction costs of the development.
- 3.8.4. However, for smaller Major developments (those where the 1% capital construction costs would be less than £15,000), the City Council’s preference will normally be for a financial contribution to be made towards the provision of off –site public art, unless it can be demonstrated satisfactorily that any on-site public art provision that may be proposed is of high quality and appropriate for the development. This is because the cost of commissioning an artist as well as the cost of the public art itself needs to be taken into account. If the equivalent 1% capital construction costs are less than £15,000, it is highly unlikely that an artist could be commissioned to design high quality public art at such limited cost.
- 3.8.5. In cases where a financial contribution towards the provision of off-site public art provision is agreed upon, the financial contribution required will be equivalent to 1% of the total capital construction costs of the development.
- 3.8.6. In all cases, details of the calculations of the 1% capital construction costs value will be required. This information may be subject to further verification by Building Control officers as necessary.

Framework for expenditure of financial contributions

- 3.8.7. Where financial contributions towards the provision of off-site public art are made, these will be pooled together and expenditure will be on public art projects that have the support of the Council’s Public Art Steering Group and have been approved by the relevant Executive Councillor/Scrutiny Committee as appropriate. It is anticipated that most expenditure will be on projects within the same geographical area of the city within which the development is located. However, some expenditure will be on projects within the central part of the city which will benefit all city users so in these instances, expenditure will be on a citywide basis. Such projects may include supplementing public art proposals on other sites or the provision of new public art paid for by pooled developer contributions.

- 3.8.8. The Council is currently progressing a citywide public art strategy which will include a schedule of proposed public art projects from each geographical area of the city as well as a range of citywide projects. Once approved, this will be used as a basis for expenditure of public art financial contributions.

### **3.9. OTHER POTENTIAL DEVELOPMENT-SPECIFIC PLANNING OBLIGATION REQUIREMENTS**

- 3.9.1. The Introduction to this Strategy makes clear that the general planning obligations requirements covered within Section 3 of the document may not represent all possible planning obligations requirements that may be applicable to any individual development. The precise circumstances of each development will be different and there may therefore be additional development-specific requirements, such as mitigation measures or restrictions on occupation of development that may be needed to address the impact of individual developments. Such requirements, by reason of their nature, will need to be assessed on a site by site basis. The list below sets out some additional potential planning obligations requirements that may be applicable, depending on the individual circumstances and constraints of the development site and the nature of the proposed development. This list is not exhaustive. The relevant policy references from the Cambridge Local Plan 2006 are given in each case.

- Nature conservation mitigation measures (4/3, 4/5, 4/6)
- Watercourse mitigation measures (4/3)
- Species protection and habitat protection measures (4/7)
- Pollution/air quality mitigation measures (4/14)
- Sustainable Drainage Systems maintenance (4/16)
- Controls over occupation of employment developments (7/2, 7/4)
- Restrictions on occupation of student accommodation (7/10)
- Restrictions on expansions of language schools (7/11)

- 3.9.2. In some instances, specific mitigation measures will be required to be carried out by the developer. In other cases, it may be appropriate for financial contributions to be sought to provide for some form of alternative compensation in relation to loss or damage to a specific feature or to mitigate the impact of a development. Such financial contribution requirements will need to be assessed on a case by case basis, having regard to the scale and nature of the development and the extent of the impact in each case. Depending on the specific circumstances, such requirements may be addressed either by imposition of a condition or by completion of a S106 agreement as appropriate.

## 4. PLANNING OBLIGATIONS STRATEGY/REQUIREMENTS FOR THE AREAS OF MAJOR CHANGE

- 4.1. The Areas of Major Change developments comprise:
- East Cambridge;
  - Southern Fringe;
  - Northern Fringe East;
  - Madingley Road/Huntingdon Road;
  - Huntingdon Road/Histon Road;
  - Station Area
- 4.2. These areas will see significant development during the period of the Cambridge Local Plan 2006 providing much needed housing and associated community facilities, as well as land for employment, medical and higher education expansion. Such a scale of development and change needs to be carefully planned for and managed.
- 4.3. Because of the scale and complexity of the Areas of Major Change developments, although the site-specific policies for each Area of Major Change set out in Policies 9/4 –9/9 of the Cambridge Local Plan 2006 provide the broad framework for development, more detailed policy/guidance will need to be prepared for each of these sites. The form of this policy/guidance will vary from site to site depending on a variety of factors such as the time at which the land comes forward for development and the extent to which the site crosses the boundary with South Cambridgeshire. This policy/guidance might include Masterplans, Area Development Frameworks and Local Development Documents such as Area Action Plans and Supplementary Planning Documents, as appropriate to the site in question. The following detailed guidance has either already been produced or is currently being progressed and contains information on infrastructure requirements on an area-specific basis.
- Station Area Development Framework SPG 2004
  - Southern Fringe Area Development Framework technical guidance 2006
  - Southern Fringe Community Facilities Strategy 2006
  - Southern Fringe Landscape Strategy 2006
  - North West Cambridge Area Action Plan: currently at Issues and Options report stage
  - Cambridge North West Transport Strategy draft report 2006
  - North West Cambridge Area Action Plan Green belt Landscape Study 2006
  - Cambridge East Area Action Plan; currently being progressed and scheduled for adoption in 2007

- Cambridge East Transport Study

- 4.4. Planning obligations requirements will be a key element to be addressed in such site specific-guidance given that a substantial amount of dedicated new infrastructure provision will be necessary to serve and mitigate the impact of each of these large-scale areas of development and that the majority of this infrastructure and any necessary improvements to existing infrastructure will need to be secured through use of planning obligations. Paragraph 10.11 of the Cambridge Local Plan 2006 states that the City Council will: *“identify through further planning guidance agreed for the Areas of Major Change and larger allocations, any additional infrastructure that they will be required to provide or contribute towards. In doing so, account will be taken of Government guidance, the Regional Spatial Strategy, the Structure Plan, any joint Sub-Regional strategy for developer contributions and any other relevant documents including the Annual Monitoring Report.”*
- 4.5. In addition, given the scale of the developments within the Areas of Major Change, much of the new infrastructure provision will be related solely to the direct impact of the developments being proposed and will therefore serve the increased demand for additional infrastructure provision generated directly by the new populations within these areas. As such, it is envisaged that the new infrastructure provision generated by these large-scale developments will normally need to be included as part of the developments, to be incorporated on-site within the development areas. For the developments within the Urban Extensions, only in the most exceptional circumstances is off-site provision likely to be considered acceptable for key elements of new infrastructure provision to serve the new developments.
- 4.6. Such new on –site infrastructure provision is likely to include all or some of the following, depending on the individual development:
- Transport infrastructure, including new roads and improvements to/linkages into the existing road network high quality public transport systems cycling and pedestrian routes;
  - Countryside access and Rights of Way provision;
  - Affordable housing;
  - Open Space and recreation facilities including Strategic Open Space associated with the Urban Extensions;
  - Primary, secondary, pre-school and higher education provision;
  - Life-long learning facilities including libraries;
  - Community facilities such as community centres and youth provision;
  - Social Services provision;
  - Emergency services provision;
  - Primary healthcare provision;

- Waste facilities, including local recycling centres, Major Waste Management Facilities and/or Household Waste Recycling Facilities;
  - Public realm improvements;
  - Faith provision;
  - Arts and cultural facilities;
  - Public art
- 4.7. This list is not exhaustive and there may be other additional development-specific infrastructure requirements.
- 4.8. Because of the complexity of the process of assessing the needs arising from and the impacts of developments of this scale, detailed assessments of infrastructure requirements for each development will need to be undertaken, involving all appropriate stakeholders and service providers, including relevant departments within Cambridge City Council, Cambridgeshire County Council and South Cambridgeshire District Council and other stakeholders including the Primary Care Trust, Police, Fire Authority, faith, community and voluntary groups.
- 4.9. Given the likely complexity and time-consuming nature of the process referred to above, the level of detail in relation to planning obligations requirements that may be incorporated into the development –specific policy/guidance documents will vary, according to the individual development.
- 4.10. For those Urban Extensions developments such as Southern Fringe and North West and Northern Fringe East where the overall quantum of development within the area will comprise a number of separate developments that may come forward at different times, it will also be necessary to consider infrastructure needs and mitigation of impact in relation to the cumulative impact of the individual developments that make up the whole Urban Extension area. In such instances, the costs of infrastructure provision generated by the cumulative impact of a number of individual developments will need to be addressed by all the developments affected. In such cases, a methodology for sharing out the infrastructure costs between relevant developments will also need to be agreed, for example using the number of residential units proposed or trip rates generated as a basis for attributing costs between individual developments, as appropriate.
- 4.11. Because of the scale of these developments and the extent of new dedicated infrastructure provision that will be required to serve the needs of the new population, it is likely that initial “pump-priming” revenue support funding of some facilities will be required for the first few years (with the specific period sought depending on the nature of the infrastructure to be provided). Such requirements may potentially apply to some types of community facilities, primary healthcare and

public transport provision, depending on the circumstances of the individual development.

## **5. MONITORING AND REVIEW OF PLANNING OBLIGATIONS AND EXPENDITURE OF CONTRIBUTIONS**

### **Monitoring/Administration of Planning Obligations**

- 5.1. In view of the significance of planning obligations to the development control process, it is important that the negotiation of planning obligations and expenditure of any contributions received from developers are carefully and efficiently monitored in a public and accountable way. In addition, because of the large number of S106 agreements and Unilateral Undertakings that are completed each year within the Cambridge City Council area, the ongoing administrative and monitoring workload (which are separate to legal costs) associated with the ever-increasing number of planning obligations also increases year by year. Sufficient dedicated resources therefore need to be secured to effectively manage this considerable and growing workload. The City Council's S106 database currently holds records of more than 500 active (ie with ongoing administration and monitoring requirements) S106 agreements/Unilateral Undertakings. During both 2004-05 and 2005-06, more than 100 S106 agreements/Unilateral Undertakings were completed within each 12 month period and it is likely that a similar number will be completed by the end of 2006-07. Up until now, the City Council has been accommodating this workload using existing non-dedicated resources. However, this is no longer viable, given the considerable workload now generated by planning obligations administration/monitoring requirements and the planned scale of development scheduled to take place within the city over the next 10 years.
- 5.2. It is therefore intended, as part of this Strategy, to introduce charges for administration/monitoring of S106 agreements/Unilateral Undertakings in accordance with the rates set out below. The contributions paid for administration/ monitoring will be used to cover the costs associated primarily but not exclusively with the following areas of work:
- Employment of a dedicated full-time monitoring officer;
  - Any enhancements/improvements to the Council's existing S106 database or replacement of the database that may be necessary to accommodate the increasing workload and complexity of S106 monitoring requirements;
  - Processing of financial contribution payments;
  - Daily updating of the Council's S106 database;
  - Administration of Unilateral Undertakings;
  - Carrying out of individual site monitoring checks to assess whether permissions have been implemented;

- Monitoring of other triggers associated with payment of financial contributions or provision of on-site/off-site infrastructure and carrying out of required works;
- Monitoring of conditions that secure planning obligations;
- Scanning in of S106 agreements/Unilateral Undertakings and linking to S106 database;
- Correspondence associated with payment of financial contributions;
- Compiling of annual planning obligations monitoring reports on receipts and expenditure;
- Compiling of quarterly monitoring reports on receipts and expenditure.
- Provision of information to the Council's Members Planning Obligation Steering Group as required

(NB it will, of course, take some time for sufficient monies to accumulate to cover the cost of employing a dedicated full –time monitoring officer)

- 5.3. The principle of imposing such a requirement is supported by recent studies including the DCLG Planning Obligations: Practice Guidance (2006) and many other local authorities already impose charges for these purposes.

#### **Monitoring Charges**

- 5.4. Different types of planning obligations will have different levels of administration and monitoring implications. Charges will be imposed on a per clause basis. Those individual clauses that relate to the provision of financial contributions only will involve less administration and subsequent monitoring than clauses that relate to specific infrastructure provision that may incorporate a number of triggers and may have a series of follow-up monitoring implications, such as the provision of highways improvements or public art as part of a development. A different charge will therefore be levied according to the type of clause entailed.
- 5.5. The large-scale developments within the Areas of Major Change will generate complex S106 agreements and conditions, containing clauses that are likely cover new infrastructure provision, the phasing of development and contain a series of triggers for each clause that will need to be monitored. During the period of implementation of these developments which are likely to be lengthy, the administration/monitoring implications will be intense and are likely to require full-time dedicated resources in order for them to be managed effectively. It is therefore considered that the administration/monitoring implications associated with the S106 agreements and permissions for the Area of Major Change developments will need to be addressed on a development-specific or Area of Major Change-specific basis, taking into account the projected timescale for completion of the development and the number and complexity of the planning obligations entailed.

Such requirements will therefore need to be agreed as part of the S106 negotiation process on a development-specific basis.

<b>Type of planning obligation</b>	<b>Monitoring Charge</b>
Financial contribution clause	£150
Infrastructure provision clause or condition	£300
Areas of Major Change developments	Strategy to be considered on a development-specific basis but likely to include a requirement for funding of development-specific or Area of Major Change –specific, dedicated monitoring officer(s) throughout the period of implementation of development

### **Review of planning obligations and expenditure of contributions**

- 5.6. In order to ensure that information on planning obligations receipts and expenditure is available and that the system is fully accountable, the following measures are an integral part of the Council's processes:
- Reports on planning applications presented to Planning Committees/Area Committees for decision will clearly identify the key aspects of any planning obligations recommended by the planning officer;
  - A copy of each planning obligation will be placed on the public planning register in association with the planning decision notice to which it relates.
  - Compilation of an annual monitoring report to Environment Scrutiny Committee providing details of S106 receipts and expenditure and S106-funded project progress updates for the previous year. The report will also review the Planning Obligation Strategy and make recommendations for any suggested improvements.
  - Compilation of quarterly monitoring reports on S106 receipts and expenditure which will be posted on the Council's website.

## **6. PRACTICAL POINTS FOR PREPARING AND COMPLETING PLANNING OBLIGATIONS**

- 6.1. The completion of planning obligations is often seen as a lengthy and time-consuming process which adds delay the implementation of developments. The City Council is keen to ensure that planning obligations are completed as quickly and effectively as possible to ensure that target times for determining planning applications are met. For Major applications, the target time for determination is 13 weeks,

and for Minor applications, 8 weeks. In order to meet these targets, the City Council has recently reviewed its procedures for dealing with planning obligations and guidance on this can be found on the Website.

- 6.2. In each case, the applicant will be informed of the time period within which it is intended to complete the planning obligation and determine the application and advised that the case will be reviewed if not completed within the specified time period and that planning permission may be refused.
- 6.3. In order to enable the completion of planning obligations to take place quickly and effectively, the following points should be borne in mind:
  - Use of conditions including Grampian-type conditions or Unilateral Undertakings rather than S106 agreements where possible.
  - Use of standard clauses where possible.
  - Heads of Terms or draft S106 agreements or Unilateral Undertakings should be submitted with planning applications/as soon as possible following registration of planning applications. The applicant should notify the planning case officer of the solicitor they intend to use for the completion of the planning obligation as soon as possible and request their solicitor to complete and submit an undertaking to pay legal costs as the applicant will be required to cover the City Council's legal costs relating to the planning obligation or the cost of external solicitors if the Council decides it is appropriate to use these in the case.
  - As all parties with an interest in the application site may need to be party to any planning obligation relating to it, applicants should inform and involve landlords and anyone else with an interest in the land (for example, a bank with a charge) at an early stage. If such parties are not involved until the first draft of the planning obligation is produced, this can slow the process down considerably.
  - Where contributions to the City Council and County Council towards physical or social infrastructure are required through a planning obligation, they will be index-linked.

## 7. REFERENCES

- 7.1. The following documents were used in compiling the draft Planning Obligation Strategy:

- Circular 05/2005
- PPG17 (Sports and Recreation)
- Planning Obligations: Practice Guidance (DCLG) 2006
- Valuing Planning Obligations in England (Sheffield University and Halcrow Group on behalf of DCLG) 2006
- Securing Community Benefits Through the Planning Process, Value for Money Self-Assessment Guide, Corporate Awareness Checklist, Route Map to Improved Planning Obligations (Audit Commission) 2006
- Changes to Planning Obligations: a Planning Gain Supplement Consultation December 2006
- Cambridgeshire and Peterborough Structure Plan 2003
- Cambridge Local Plan 2006
- Cambridge Planning Obligation Strategy SPG 2004
- Southern Corridor Area Transport Plan 2002
- Eastern Corridor Area Transport Plan 2002
- Northern Corridor Area transport Plan 2003
- Western Corridor Area Transport Plan 2003
- Cambridge Walking and Cycling Strategy 2002
- Protection and Funding of Routes for Expansion of the City Cycle network Guidelines
- Open Space and Recreation Strategy 2006
- Guidance for Interpretation and Implementation of the Open Space Standards 2006
- Parks for Cambridge People: A Strategy for Parks, Play and Open Spaces Managed by the City Council 2004-2008
- Cambridge Sports Services Strategy 2003
- Green Infrastructure Strategy for the Cambridge Sub-Region (Cambridgeshire Horizons) 2006
- A Major Sports Strategy for the Cambridge Sub-Region (Cambridgeshire Horizons) 2006
- An Arts and Culture Strategy for the Cambridge Sub-Region (Cambridgeshire Horizons) 2006
- Provision of Public Art as part of New Development Schemes SPG 2002
- Nature Conservation Strategy 2006
- Balanced and Mixed Communities -Good Practice Guidance – Cambridgeshire Horizons 2006

## **APPENDIX A—METHODOLOGY FOR SELECTING AND APPLYING PLANNING OBLIGATION CONTRIBUTIONS TO POTENTIAL PROJECTS**

### **1. Introduction**

- 1.1. In accordance with the provisions of the Planning Obligation Strategy, developers can, in certain agreed circumstances, make financial contributions to the City or County Councils for the provision or improvement of infrastructure rather than directly providing such infrastructure as part of new development on site.

### **2. Purpose**

- 2.1. The Planning Obligation Strategy sets out where possible, details of the potential projects towards which the City or County Council may allocate contributions received. The main purpose of this appendix is to provide more information on how the lists of projects are compiled and how contributions from individual development sites are allocated to specific projects on the lists.

### **3. Key elements of monitoring planning obligation contributions**

- 3.1. Where financial contributions are made by developers in lieu of providing infrastructure on site, they are usually submitted to the City Council upon implementation of development schemes (with the exception of education, life-long learning and transport contributions which are submitted to the County Council). This means that the timing of submission of contributions is dependent on the developer's timescale for starting work on site and bringing forward development.
- 3.2. The level of contributions submitted can vary greatly from a few thousand pounds to hundreds of thousands of pounds. In many cases, contributions from individual developments, particularly those from developments comprising less than 10 residential units, will need to be pooled to pay for the cost of projects.
- 3.3. In order to register and keep track of planning obligation contributions submitted to the Council, the Council has developed a S106 database specifically to monitor the submission and use of planning obligation contributions. When a contribution is received from a particular development site, it is allocated to a specific cost centre set up for the relevant planning application, the details of which are then entered on to the S106 database. When contributions are spent or transferred, for example, to the Active Communities team to pay for an open space project, this expenditure is recorded on the database so that the use of contributions from receipt to expenditure can be clearly traced. When the contributions received from a particular development have been spent, the developer is notified of the projects which the contributions have been used to fund.

#### 4. How the list of potential projects are compiled and agreed

- 4.1. The manner in which projects are identified for potential funding from planning obligation contributions varies depending on the type of infrastructure in question. Reasons for variations are that some projects are delivered solely by the City Council on land it has control over, some in partnership with other organisations and groups, and some by the County Council or other external organisations such as the Primary Care Trust. The variations therefore reflect the particular circumstances surrounding delivery of projects. Notwithstanding this, the following general criteria are borne in mind when considering projects suitable for funding from planning obligation contributions:
- Projects must primarily provide or improve facilities to cater for increased usage and needs arising from residents of new developments;
  - Provision of a range of projects of different types and sizes across the city so that funding arising from development sites can be used locally where possible;
  - Planning obligation funding for projects should not replace or substitute existing Council funding/ Central Government funding or other more appropriate funding resources.
- 4.2. Where possible, lists of potential projects for funding are included in the Planning Obligation Strategy or associated documents such as the Area Corridor Transport Plans in order that, when the documents are adopted by the City Council as SPDs or technical guidance, they include a clear and agreed framework for the expenditure of contributions. The lists of potential projects are reviewed and updated periodically, depending on the type of projects.

<b>Infrastructure</b>	<b>Selection of Projects</b>
Affordable housing	Contributions submitted in lieu of providing affordable housing on site are rare and when received are used in conjunction with other funding sources to enable the delivery of affordable housing. Recommendations on suitable projects that would increase the stock of affordable housing available and would benefit from the use of planning obligation contributions are made by the City Council's Housing Strategy section and reported to the Community Services Scrutiny Committee/Executive Councillor for Housing, depending on housing needs and opportunities at the time the contributions are submitted.
Transport	<p><b>Strategic transport projects</b></p> <p>Strategic transport improvement schemes towards which Area Transport Plan contributions are identified by City &amp; County Council transport officers and subject</p>

	<p>to consultation. The list of schemes are set out in each of the four Area Transport Plans. Schemes are selected on the basis that they all have the ability to significantly improve the 'people-moving' capacity of the area or the safety of users. Schemes are either contained within the Local Transport Plan or consistent with its core objectives.</p>
<p>Open Space and Recreation</p>	<p>The list of projects identified in the Planning Obligation Strategy was compiled in the following way:</p> <ul style="list-style-type: none"> <li>• A review of existing approved but unimplemented projects from the Planning Obligation Strategy 2002 and 2004 SPDs.</li> <li>• Additional suggestions made by Active Communities officers, based on knowledge and experience</li> <li>• Suggestions made by Members, residents and other stakeholders</li> <li>• A comprehensive updated project schedule was then produced which was reviewed by external consultants, in response to the Council's Corporate Urban Growth Group recommendation that the list of projects required strategic assessment.</li> <li>• The review assessed the projects against a set of criteria including local and strategic needs.</li> <li>• The results of the review were reported to the four Area Committees for consideration/consultation on the following dates: West/Central 28/9/06, East –5/10/06, North –12/10/06, South 2/11/06 and to Community Services Scrutiny Committee in November 2006. Following this process, a revised project schedule was produced as attached to the current draft Strategy document In Appendix B.</li> </ul> <p>It should be noted that while the list is intended to provide a clear framework for expenditure of contributions received for the provision of improvement of recreation and open space, further projects can be added with the permission of the Executive Councillor for Arts and Recreation</p> <p>Strategic Open Space expenditure will be in relation to the schedule of projects extracted from the Sub-Regional Green Infrastructure Strategy, as contained in Appendix B</p>
<p>Education and life-long</p>	<p>Contributions are used by the County Council to improve capacity in education and life-long learning</p>

learning	facilities within the catchments of the development sites from which they arise.
Community Facilities (other than primary healthcare facilities)	<p>The list of projects identified in the Planning Obligation Strategy was compiled from suggestions made by the Head of Community Development and was considered by Community Services Scrutiny Committee in July 2006 and approved by the Executive Councillor for Community Development and Health.</p> <p>The following criteria was used in selecting these projects:</p> <ul style="list-style-type: none"> <li>- Projects must provide or improve community facilities to cater for increased usage and needs arising from residents of new developments;</li> <li>- Provision of a range of projects of different types and sizes across the city so that funding arising from development sites can be used locally where possible;</li> <li>- Projects should be capable of delivery in the next 2-3 year if possible;</li> <li>- Planning obligation funding for projects should not replace or substitute existing Council funding;</li> </ul> <p>It should be noted that while the list is intended to provide a clear framework for expenditure of contributions received for the provision of improvement of recreation and open space, further projects can be added with the permission of the Executive Councillor for Community Development and Health</p>
Primary health care facilities	Expenditure will be in relation to projects identified in the consultation response on individual planning applications by the Primary Care Trust.
Waste	Contributions will be spent on the provision of waste and recycling receptacles for the specific development to which the contributions relate
Public realm	Currently, planning obligations contributions are allocated to projects within the vicinity of the development. The City Council is currently preparing a public realm strategy that will contain a number of projects for funding, both on a geographical area and citywide basis. Once this has been approved, unless appropriate public realm improvements can be identified on site, contributions will be allocated to projects contained in the public realm strategy according to the nature and location of the development and their relationship to the approved projects set out in the public realm strategy.
Public art	The Public Art Plan sets out a list of priorities for funding from the 'Public Art Initiatives Fund'. This list was compiled by the City Council's Public Art Steering

	<p>Group. The City Council is currently preparing a public art strategy as part of the Public Art SPG Review process. This will contain a list of projects for funding, both on a geographical area and citywide basis. Once this has been approved, financial contributions towards off-site public art provision will be allocated to one of the projects contained in the public art strategy according to the location of the development and their relationship to the approved projects set out in the Public Art Strategy.</p>
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**5.0 How are financial contributions from a particular development site allocated to projects on the lists?**

- 5.1 The allocation of contributions arising from new developments to specific projects is managed by the City Council’s Special Projects and Implementation Manager who liaises with officers from other departments in the City Council and County Council and external stakeholders as appropriate.
- 5.2 The information set out below highlights the key ways in which decisions are made on the allocation of contributions to projects identified for potential funding from planning obligations listed in the Planning Obligation Strategy and associated documents.
- 5.3 Where possible, financial contributions from development sites are allocated to specific projects upon their submission to the City Council/County Council. Where this is not possible, the financial contributions will be held by the Council’s Special Projects and Implementation Manager and will remain unspent until an appropriate project to which it can be allocated has been implemented or completed. Financial contributions will not normally be allocated to projects until there is certainty that the specific project will proceed to completion.

Affordable Housing

- 5.4 Where a financial contribution has been made in lieu of providing affordable housing on a development site, it will be used to enable the provision of affordable housing on a city-wide basis. The Housing Strategy Section will advise on how best to use planning obligation contributions depending on housing needs and opportunities at the time the contributions are submitted.

Open Space and Recreation

- 5.5 Where financial contributions are accepted in lieu of provision on site, they are normally categorised into the following three categories. The list of potential projects for the improvement or provision of open space and recreation facilities is similarly categorised.
  - Outdoor Sports Facilities
  - Indoor Sports Facilities
  - Provision for Children and Teenagers

- Informal Open Space
- Strategic Open Space
- Allotments

5.6 The framework for allocation of planning contributions from a particular development site is set out in the Planning Obligation Strategy and can be summarised as follows:

<b>Category of recreation &amp; open space contribution</b>	<b>Approach to expenditure</b>
Outdoor Sports Facilities	Outdoor Sports Facilities are considered to be citywide facilities. Therefore contributions submitted towards Outdoor Sports Facilities will be allocated to projects that will benefit residents across the city unless a pressing need for improvement of formal open space facilities within the locality of the development site is identified
Indoor Sports Facilities	Indoor Sports Facilities are considered to be citywide facilities. Therefore contributions submitted towards Indoor Sports Facilities will be allocated to projects that will benefit residents across the city unless a pressing need for improvement of formal open space facilities within the locality of the development site is identified
Informal Open Space	It is expected that these facilities are normally located within a reasonable walking/cycling distance from development and therefore contributions will be spent on projects located on a geographical area of the city basis where possible or on schemes which will benefit residents across the city, for example on the commons and central parks that are used by a wider city population.
Provision for Children and Teenagers	Expenditure on Provision for Children and Teenagers will vary depending on the specific type of facility in question. The catchment areas for the various types of play area provision are as follows: Toddler Play Areas –60 metres, Local Play Areas –240 metres, Neighbourhood Play Areas –600 metres. Again , there may be some instances where play area projects are centrally located and therefore have a wider, citywide function, in which cases, the expenditure will be on a citywide basis. Youth provision may have a wider catchment area as older children can travel independently to use facilities and their aspirations are very different from those of younger children. It is envisaged that most expenditure in relation to youth facilities would be normally area-based. However, some youth provision may have a citywide function eg Climbing Boulders, BMX facilities and in those instances expenditure will be on a citywide basis. Allotment provision is only applicable for the developments within the Urban Extensions. Consequently, in the exceptional circumstances that such provision cannot be secured on site as part of the development, expenditure of any commuted monies for

	provision of allotments will need to be elsewhere within the specific Urban Extension that generates the requirement to ensure that the facilities are accessible to the future population within that area.
Allotments (Urban Extensions only)	Within the Urban Extension area in which the financial contribution requirement is generated. However, it is anticipated that financial contributions will be appropriate only in exceptional circumstances.
Strategic Open Space	Expenditure will be on a citywide basis

5.7 When contributions towards open space and recreation are received from a particular application, the contributions are allocated on the basis set out above. If there are no projects within the specified distance towards which contributions can be allocated, consideration will be given to whether there are suitable schemes that will benefit residents across the city to which the contributions can be allocated.

5.8 Once sufficient funding is in place for a project, the Active Communities Section will, if appropriate, carry out consultation with local residents and following that draw up the details of the scheme & arrange for its implementation. This may involve submission of a planning application if one is required for the infrastructure. With major projects, in particular Outdoor and Indoor Sports Facilities projects, the Head of Active Communities will advise on priorities for implementing projects.

#### Community Facilities

5.9 The projects listed in the Planning Obligation Strategy for potential funding represent the improvement or provision of a range of community facilities across the city. In many cases, these projects will be brought forward in partnership with the voluntary sector and local community groups. Additionally, in many cases, planning obligation contributions are only one of a number of grant sources needed in order to bring forward community development projects. Given the complexity involved in delivering such projects, potential projects on the list are evaluated in detail before a decision is made to commit planning obligation funding towards them.

5.10. Where an organisation promoting one of the projects on the list wishes to apply for funding from the planning obligation contributions, they need to complete & submit a grant application to the Head of Community Development. The application requires information to be provided on the following:

- how the proposal addresses the impact of new development in the city;
- size of catchments of target users;
- contribute to the achievement community development objectives;
- how the grant will be used;
- project costs and timescale for delivery;
- viability and risk; and
- management issues.

- 5.11. The Head of Community Development evaluates applications and where appropriate presents a report to the City Council's Community Services Scrutiny Committee/ Executive Councillor/relevant Area Committee as appropriate for approval to allocate grant funding.
- 5.12. Where possible, contributions received from a new development will be allocated to a community facilities project that is likely to benefit residents of the development. Some of the projects identified on the list will benefit residents across the city, and where appropriate a proportion of contributions from development sites may be allocated towards these.
- 5.13. Where necessary, the Head of Community Development will carry out consultation as appropriate to the particular project. In some cases a planning application may need to be submitted for specific proposals.
- 5.14. For Primary Healthcare Facilities contributions, expenditure will be the responsibility of the Primary Care Trust. The Trust will indicate how contributions are to be allocated in its consultation response to individual planning applications and will be responsible for providing regular progress reports to the Council in relation to expenditure.

#### Transport

##### **Strategic Transport**

- 5.15. This relates to contributions made towards the implementation of the four Area Transport Plans. Contributions from specific development sites will be allocated to projects within the particular Corridor Plan within which the development site is located.
- 5.16. Contributions submitted towards the Area Transport Plan projects are reviewed in conjunction with County Council officers quarterly. In allocating contributions towards projects in each Area Transport Plans, officers are mindful of the following:
- to ensure that a broad range of schemes are given money;
  - to give priority is given to schemes which need money to go ahead or are at a stage where they can go ahead very quickly;
  - to ensure that some money is re-paid to schemes that have already been implemented in advance of receiving Area Transport Plan contributions.

#### Education and Life-Long Learning

- 5.17. The County Council Education Department allocates contributions towards projects for the improvement of capacity in appropriate facilities within the catchment area of the development sites from which they arise.

#### Public Realm

- 5.18. Where possible, contributions will be allocated to improvement projects within a reasonable distance of the development site from which they

arose. This may be dependent on the timetable/other sources of funding available for bringing projects forward. Where this is not possible, contributions will be allocated to projects which will provide benefits to residents and visitors on a city-wide basis. The City Council is currently in the process of putting together a Public Realm Strategy which will include projects for funding on a geographical area of the city basis as well as a number of citywide projects for funding that will benefit residents and users of the city on a citywide basis.

#### Public Art

- 5.19. The City Council's Public Art Steering Group has identified a list of potential projects for funding from any contributions towards public art made through planning obligations through the Public Art Plan. In addition, as part of the Review process for the Public Art SPG, it is intended to put together a Public Art Strategy that will contain projects for funding, both on a geographic area of the city and on a citywide basis.
  - 5.20. Currently, the allocation of contributions submitted towards specific projects is considered by the Public Art Steering Group who will then make a recommendation to the relevant Executive Councillor responsible for taking the final decision.
6. How is the Use of Planning Obligations Contributions Monitored?
- 6.1. Overall responsibility for managing and monitoring the use of planning obligation contributions rests with the Special Projects & Implementation Manager. Reports on the management, administration and monitoring of planning obligation contributions are presented to the Environment Scrutiny Committee annually. In addition, quarterly reports on planning obligations receipts and expenditure are circulated to Planning Committee Members and posted on the Council's Website.
  - 6.2. Other measures introduced within the last 12 months have included the setting up of the Members Planning Obligation Steering Group to oversee the management of the planning obligation process and the Planning Obligation Strategy review process. In addition, it is intended to develop the Website further to potentially include more information on the use of planning obligation contributions.
  - 6.3. Assuming that the standard charges for administration and monitoring of planning obligations set out in the Strategy are implemented, it is intended to employ a dedicated monitoring officer who will take primary responsibility for the management, administration and monitoring of planning obligations in the future. However, since it will take some time for sufficient funding to accumulate to provide for a dedicated officer, this measure will not be implemented with immediate effect.

## APPENDIX B –SCHEDULE OF OPEN SPACE AND RECREATION PROJECTS

### Outdoor sports facilities / Category A

Project	Area of city	Approx. capital costs	Project management fee	Maintenance costs over 12 years	Estimated total cost
			Consultation fee		
1. Floodlit synthetic turf pitch, Netherhall (CW002/A)	Citywide	£50,000 (Contribution)	0	0	£50,000
2. Floodlit synthetic turf pitch, Chesterton (CW002/A)	Citywide	£50,000 (Contribution)	0	0	£50,000
3. Refurbish pavilion, Trumpington Recreation Ground (S013/A)*	South	£175,000	14% (£24,500)	£40,000	£243,000
			(£3,500)		
4. Refurbish pavilion (Hobbs), Parkers Piece (WC014/A)*	West/Central	£210,000	14% (£29,400)	£40,000	£282,900
			(£3,500)		
5. Pentanque pitch, Jesus Green (CW008/A PLS).	Citywide	£5,250	0	£7000	£12,250
6. Additional tennis courts, Nightingale Avenue Recreation Ground (S022/A PLS)*	South	£60,000	0	£13,000	£73,000
7. Improvements to bowls toilets, Nightingale Avenue Recreation Ground (S022/A PLS)*	South	£60,000	14% (£8,400)	£7,000	£77,900
			(£2,500)		
8. Tennis court, Simoco Triangle Development (E026/A PLS)*	North	£60,000	0	£13,000	£73,000
9. 2nd floodlit synthetic turf pitch, Coldhams Common Development (E027/A PLS)*	East	£450,000	7% (£31,500)	£60,000	£545,000
			(£3,500)		
10. Rowing Boat Storage Facility (CW008/A PLS)*	Citywide	£250,000	14% (£35,000)	£12,000	£300,500
			(£3,500)		

11. Refurbishment Pavilion Nightingale Avenue (S022/A PLS)*	South	£200,000	14% (£28,000)	£40,000	£271,500
			(£3,500)		

### Indoor sports facilities / Category B

Project	Area of city	Approx. capital costs	Project management fee	Maintenance costs	Estimated total cost
			Consultation fee		
12. Improvements to changing areas, Parkside Pools (CW020/B)*	Citywide	£300,000	14% (£42,000)	£36,000	£381,500
			(£3,500)		
13. Extension of sports hall provision, Cambridge Regional College (CW013/B)*	Citywide	£300,000 / Community Use Hours	-	-	£300,000
14. Inclusive fitness gym, Abbey Pools (E030/B)*	East	£60,000	0	£12,000	£72,000
15. Inclusive fitness gym installation, Parkside Pools (CW014/B)*	Citywide	£300,000	14% (£42,000)	£12,000	£357,500
			(£3,500)		
16. Indoor athletic training facility, Wilberforce Road (CW015/B)*	Citywide	£300,000 / Community Use Hours	-	-	£300,000
17. Indoor street sports & BMX facility (CW016/B)*	Citywide	-	-	-	To be decided as part of sub-regional strategy
18. Indoor gymnastics training and competition facility, to be decided (CW017/B)*	Citywide	-	-	-	To be decided as part of sub-regional strategy
19. Martial arts training and competition facility, to be decided (CW018/B)*	Citywide	-	-	-	To be decided as part of sub-regional strategy
20. Ice rink, location TBC (CW019/B)*	Citywide	-	-	-	To be decided as part of sub-regional strategy
21. Improvements to changing areas,	East	£125,000	14% (£17,500)	£30,000	£176,000

Abbey Pools (E028/B)*			(£3,500)		
22. Improvements to changing areas, Cherry Hinton Village Centre (S023/B)*	South	£125,000	14% (£17,500)	£30,000	£176,000
			(£3,500)		
23. Increase sports hall capacity, Manor Community Sports Centre (N023/B)*	North	£200,000 / Community Use Hours	-	-	£200,000 / To be decided
24. Improvements to sports hall, changing and ancillary facilities, Netherhall Sports Centre (S024/B)*	South	£250,000	14% (£35,000)	£30,000	£318,500
			(£3,500)		
25. Community sports centre, East (E029/B)*	East	To Be Based on Sport England Facility Planning Figures	-	-	To be decided
26. Community sports provision, Cambridge University (WC021/B)*	West/Central	£300,000 / Community Use Hours	0	0	£300,000

### Provision for children and teenagers / Category C

Project	Area of city	Approx. capital costs	Project management fee	Maintenance costs	Estimated total cost
			Consultation fee		
27. Refurbish play area, Ramsden Square (N015/C)	North	£49,500	7% (£3,500)	£14,000	£69,500
			(£2,500)		
28. Refurbish & provide fencing, Ditton Fields Play Area (E014/C)	East	£38,500	7% (£2,700)	£14,000	£57,700
			(£2,500)		
29. Refurbish play area, Church End Cherry Hinton (S012/C)	South	£20,000	7% (£1,400)	£7,000	£30,900
			(£2,500)		
30. Informal Games Area, Nightingale Recreation Ground (S001/C)	South	£75,000	7% (£5,250)	£17,00	£99,750
			(£2,500)		

31. Informal Games Area, Coleridge Recreation Ground (E002/C)	East	£50,000	7% (£3,500)	£13,000	£69,000
			(£2,500)		
32. Informal Games Area, Ditton Fields Play Area (E004/C)	East	£47,200	7% (£3,300)	£13,000	£66,000
			(£2,500)		
33. Refurbish play area & improvements, Flower Street (E017/C)*	East	£80,000	7% (£5,600)	£18,000	£106,100
			(£2,500)		
34. Refurbishment of play area, Romsey Recreation Ground (E022/C)*	East	£70,000	7% (£5,000)	£18,000	£95,500
			(£2,500)		
35. Skate park facilities, Queen Anne Terrace (CW013/C)*	Citywide	-	-	-	To Be Decided
36. Climbing boulders, Cherry Hinton Hall (S021/C)*	South	£20,000	0	£12,000	£32,000
37. Informal Games Area, Jesus Green Development (CW008/C PLS)*	Citywide	£55,000	7% (£4,000)	£13,000	£74,500
			(£2,500)		
38. Refurbish play area, Jesus Green Development (CW008/C PLS)*	Citywide	£105,000	7% (£7,350)	£22,000	£137,850
			(£3,500)		
39. Safer routes to play, All Areas (CW010/C)*(Nunns Way Approved)	Citywide	£25,000	7% (£1,750)	£12,000	£41,250
			(£2,500)		
40. Skate park facilities, Thorpe Way & Fison Road Development (E025/C PLS)	East	£21,700	7% (£1,500)	£13,000	£38,700
			(£2,500)		
41. Refurbish play area, Thorpe Way & Fison Road Development (E025/C PLS)	East	£100,000	7% (£7,000)	£22,000	£131,500
			(£2,500)		

42. Informal games area, Thorpe Way & Fison Road Development (E025/C PLS)*	East	£55,000	7% (£4,000)	£13,000	£74,500
			(£2,500)		
43. Children's water play, Abbey (CW011/C PLS)*	Citywide	£60,000	7% (£4,000)	£12,000	£78,500
			(£2,500)		
44. Children's water play, Coleridge (CW011/C PLS)*	Citywide	£80,000	7% (£5,600)	£16,000	£104,100
			(£2,500)		
45. Children's water play, Lammas Land & Sheep's Green (CW011/C PLS)*	Citywide	£180,000	7% (£12,600)	£30,000	£226,100
			(£3,500)		
46. Children's water play, Kings Hedges (CW011/C PLS)*	Citywide	£60,000	7% (£4,000)	£12,000	£78,500
			(£2,500)		
47. Children's water play, Cherry Hinton (CW011/C PLS)*	Citywide	£150,000	7% (£10,500)	£25,000	£189,000
			(£3,500)		
48. Skate park facilities, Simoco Triangle Development (E026/C PLS)	North	£28,885	7% (£2,000)	£13,000	£46,385
			(£2,500)		
49. Informal Games Area, Simoco Triangle Development (E026/C PLS)*	North	£55,000	7% (£3,850)	£13,000	£74,350
			(£2,500)		
50. Improvements to recreation provision, Kings Hedges Pulley Area (N022/C)*	North	£8,750	7% (£600)	£13,000	£23,350
			(£1000)		
51. Improvements to play area, Lammas Land (WC020/C PLS)	West/Central	£88,000	7% (£6,000)	£18,000	£114,500
			(£2,500)		
52. Young person provision/ Lammas Land Development (WC020/C PLS)*	West/Central	£20,000	7% (£1,400)	£13,000	£36,900
			(£2,500)		

53. Climbing boulders, Coldhams Common Development (E027/C PLS)*	East	£45,000	0	£15,000	£60,000
54. Skate provision, Coldhams Common Development (E027/C PLS)*	East	£120,000	7% (£8,400)	£15,000	£146,900
			(£3,500)		
55. BMX improvements, Coldhams Common Development (E027/C PLS)*	East	£5,000	7% (£350)	£5000	£11,350
			(£1000)		

### Informal Open Space / Category D

Project	Area of city	Approx. capital costs	Project management fee	Maintenance costs	Estimated total cost
			Consultation Fee		
56. Wildlife strategy, Citywide (CW003/D)	Citywide	£40,378	7% (£2,800)	£10,000	£55,678
			(£2,500)		
57. Landscape improvements, Histon Road Cemetery (N010/D)	North	£34,980	7% (£2,500)	£6,000	£45,980
			(£2,500)		
58. Tree planting, Christ's Pieces (WC007/D)	West/Central	£10,733	7% (£750)	£6,000	£19,983
			(£2,500)		
59. New woodland & open spaces, Citywide (CW007/D)	Citywide	£10,000	7% (£700)	Extent of project not currently defined	-
			(£1000)		
60. Contribution to improvement, Coton Country Park (CW012/D)	Citywide	£40,000	7% (£2,800)	No current policy for maintenance of this site.	-
			(£2,500)		
61. Install railings, St Albans Recreation Ground (N018/D)*	North	£15,000	0	£5,000	£20,000
62. Hard & soft landscaping, lighting & CCTV,	North	£145,800	7% (£10,200)	£20,000	£179,500

Brownsfield Community Centre (N020/D)*			(£3,500)		
63. Notice boards, All Areas (CW009/D)* (St Albans Rec approved)	Citywide	£35,000	0	£10,000	£45,000
64. Peripheral path, Nightingale Avenue Recreation Ground (S022/D PLS)*	South	£80,000	7% (£5,600)	£6,000	£94,100
			(£2,500)		
65. Improving lighting to car park, Nightingale Avenue Recreation Ground (S022/D PLS)*	South	£5,000	0	£6,000	£11,000
66. Extend Logan's Meadow nature reserve, Simoco Triangle Site (E026/D PLS)*	North	£225,000	-	£25,000	£250,000

Notes:

\* Indicates not approved or not yet considered by Area Committee or CS Scrutiny Committee.

**PLS** – Part of Larger Scheme

### **Project Management fees**

14% = Building fee

7% = Landscape fee

### **Project Consultation fees**

£10,000 & under = £1,000

£100,000 & under = £2,500

Over £100,000 = £3,500

### **Southern Fringe Projects**

Projects contained within the Southern Fringe will be included once they have reached a stage where they can be fully developed and progressed.

### **Process for Review of Open Space project list**

The City Council open space project list will be reviewed on an annual basis. Projects will be added to the list following consultation with the Area Committees and endorsement by Community Services Scrutiny Committee and the relevant Executive Councillors.

### **Strategic Open Space**

These projects are taken from the Green Infrastructure Strategy for the Cambridge Sub-Region, published by Cambridgeshire Horizons. The reference numbers are taken from this report. This document was adopted by the City Council following the Strategy Scrutiny Committee on 10 July 2006. At this meeting, it was agreed that projects that are accessible to Cambridge residents are incorporated in the Planning Obligation Strategy. Only 1<sup>st</sup> priority (\*\*\*) projects currently being progressed have been included in the list of projects on which contributions from Strategic Open Space could be spent.

### **Strategic Open Space projects**

Southern Fringe, Monsanto (Trumpington Meadows) site-Strategic Open Space on enhanced Cam corridor (V)
Southern Fringe/Addenbrooke's –Strategic Open Space including Hobson's Brook corridor –links to south (Y) and links to Grantchester (C6)
Northern Cambridge (Arbury Park) –enhanced access linkage to west and Guided Bus Route corridor (C3)
Coton Countryside Reserve (U)
Cam Valley Project –Cambridge to Ely (6)
Wicken Fen Vision –enhanced habitat provision and access (F)
Cycleway/bridleway along Cambridge to Huntingdon Guided Bus Route from Cambridge to Huntingdon (10)

## APPENDIX C –BASIS FOR CALCULATION OF COSTS OF OPEN SPACE PROVISION

### 1. Outdoor & Indoor Sports Facilities

Overall standard 1.2 ha/000.

This is made up of provision for individual sports, as set out in the Open Space and Recreation Strategy Nov 2006, summarised below.

#### Grass Pitches for football, cricket and rugby

Made up of:

Football: 1 adult pitch/1,026 people

Cricket: 1 Field/11,580 people

Rugby: 1 Pitch/12,580 people

#### Artificial Turf Pitches

Principal use - hockey

1 pitch/25,170 people

#### Tennis Courts

3 courts (0.18 ha)/3,000 people

#### Bowling Greens

1 Green/11,000 people

### ***Indoor Sports***

1 Sports Hall for 13,000 people (4 court hall)

1 Swimming Pool for 50,000 people

#### Costs of Provision of Outdoor & Indoor Sports Provision

Sport	Cost of pitch	Catchment pop	Cost / person
<b>Football</b>	£60,000	1,026	£58.48
<b>Cricket</b>	£242,000	11,580	£20.90
<b>Rugby</b>	£60,000	12,580	£4.77
<b>ATP</b>	£550,000	25,170	£21.85
<b>Tennis</b>	£62,500	1,000	£62.50
<b>Bowling</b>	£132,000	11,000	£12.00
<b>Total Outdoor</b>			<b>£180.50</b>
<b>Sports Hall</b>	£2,550,000	13,000	£196.15
<b>Swimming Pool</b>	£2,450,000	50,000	£49.00
<b>Total Indoor</b>	£6,106,500	125,356	<b>£245.15</b>

Source: Sport England Website 1<sup>st</sup> Quarter 2007  
[http://www.sportengland.org/kitbag\\_fac\\_costs\\_2q06.doc](http://www.sportengland.org/kitbag_fac_costs_2q06.doc)

Cricket & Bowling – supplied direct from Sport England

External works (car parks, roads, paths, services connections etc) are included at an average rate of 15% addition to the cost of the works, and fees at 5%

Pavilion/changing rooms not included. 4 team pavilion: £497,000. This would add significantly to cost. Difficult to justify because currently projects on which money will be spent do not include pavilions. It would still be possible to spend money on pavilions directly linked with sports provision.

### ***Cost for Maintenance of Outdoor Provision***

Sport	Cost of 12 year maintenance of pitch/court	Catchment pop	Cost / person
<b>Football</b>	£19,800	1,026	£19.30
<b>Cricket</b>	£98,400	11,580	£8.50
<b>Rugby</b>	£19,800	12,580	£1.57
<b>ATP</b>	£130,000	25,170	£5.16
<b>Tennis</b>	£60,000	1,000	£60.00
<b>Bowling</b>	£114,000	11,000	£10.36
<b>Total Maintenance</b>			<b>£104.90</b>

Source: City Council's Active Communities Team

Indoor – not appropriate to seek maintenance

Total Cost Outdoor Sports per person:

Provision £180.50, Maintenance £104.90, Total Cost **£285.40**

Total Cost Indoor Sports per person: £245.15

## **2. Provision for Children & Teenagers**

Standards: 0.3 ha/000 people

NEAP plus suite of activities on 0.3 ha site

Cost of provision and maintenance

Facility	Provision	12 year maintenance
<b>NEAP</b>	£134,400	£66,000
<b>Basketball Half Court</b>	£25,000	£7,200
<b>Youth Shelter</b>	£10,000	£3600
<b>Bench</b>	£1000	£1440
<b>Kickabout area</b>	£3000	£9240
<b>Total</b>	£173,400	
<b>Total external works, contingency, fees</b>	<b>£228,890</b>	<b>£87,480</b>

Source: Provision of NEAP: Landscape Partnership June 2006, rest: City Council's Active Communities Team. Provision includes addition of 15% to cover external works and 12% to cover contingency/preliminary costs and 5% to cover fees.

**Total Cost for Children & Teenagers:**

Provision: £228,890, Maintenance £87480, Total Cost £316,370

Total Cost per person **£316.37**

**3. Informal Open Space**

Overlap with Strategic Open Space. If contributions for this are paid, contributions for Informal Open Space should be sought at a standard of 0.8 ha/000

(Current supply of SOS 1.1 ha/000 – source Atkins study)

Covers Informal Activity Areas, Casual Play Space, Local Parks, Natural Greenspace

**Costings for 0.8 ha site**

	Provision	12 Yr Maintenance
<b>Grassland/pasture 3500 m2</b>	£2,450	£1,260
Mown Grass 2000 m2	£1,000	£2,400
<b>Shrub 500 m2</b>	£2,000	£1,800
<b>Woodland/Aquatic 2000 m2</b>	£10,000	£19,200
<b>20 Park trees</b>	£3,000	£480
<b>Hedgerow 300m</b>	£3,000	£2,520
<b>Pond</b>	£5,000	£4
<b>Features</b>	£20,000	£24,000
<b>10 Benches</b>	£5,000	£4,200
<b>Paths cyclist &amp; ped 300m</b>	£9,000	£10,800
<b>Footpath 600m</b>	£9,000	£3,600
<b>Interpretation Board</b>	£1,500	£1,200
<b>3 Bins</b>	£1,050	£1,260
<b>Total</b>	<b>£72,000</b>	<b>£72,724</b>
<b>Inc Contingency &amp; fees</b>	<b>£84,240</b>	

Source: Landscape Partnership (Draft Landscape and Open Space Strategy for Cambridge Southern Fringe, June 2006)

Includes 12% to cover contingency/preliminary costs and 5% to cover fees.

**Total Cost 0.8 hectare site:**

Provision: £84,240, Maintenance £72,724, total £156,964

**Total Cost for Informal per person: £157**

**4. Strategic Open Space**

Standard: 5.1 ha/000 (Suggest use 5 ha/000)

Costings from County: **£1180/dwelling** (£494/person).

## 5. Allotments

Standard: 0.4 ha/000, urban extensions only. Normally to provided onsite, but if commuted payments sought use figure £175/person.

Facility	Provision	Maintenance/ annum	12 year Maintenance
Hard standing/Water supply	£40,000	£4,000	£48,000
800m Fencing (1.8 m)	£48,000	£2.5/m	£24,000
<b>Total</b>	<b>£88,000</b>		<b>£72,000</b>
<b>Inc Contingency/prelim costs 12%, fees 5%</b>	<b>£103</b>		

Source Landscape Partnership (costings given for aprox 0.2 hectare)

Total cost 0.4 ha site: £175,000

Total Cost per person **£175**