

CAMBRIDGE CITY COUNCIL

Supplementary Planning Guidance

PLANNING OBLIGATION STRATEGY

REVIEW MARCH 2004

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Adopted July 2002

Foreword

This Planning Obligation Strategy was adopted as Supplementary Planning Guidance by the City Council on 9 July 2002. ~~Information on the consultation carried out on this document can be found in the Statement on Consultation for Supplementary Planning Guidance adopted July 2002 available from the City Council's Planning Reception. It was anticipated that the document would be reviewed annually. A report on the review of the Strategy was presented to Environment Scrutiny Committee on 1 July 2003. This report highlighted the key areas of change proposed to the Strategy. Proposed revisions to the Strategy are highlighted in the text below.~~

1.0 INTRODUCTION AND KEY AIMS OF THE 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 which are likely to continue into the foreseeable future.
- 1.2 A consequence of this development is increased pressure on the physical and social infrastructure of the city. For example, new residential development can increase demand for school places and community facilities, and add to the number of people using open space and recreational facilities. New commercial development 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, air quality and public safety.
- 1.3 The use of planning obligations (also known as S.106 Agreements) has become a key mechanism in the planning system for addressing the impact new development can have on the infrastructure of a city. The government has recognised the benefits of the planning obligation system and also the need to reform it and in December 2001 produced its consultation paper '*Planning Obligations: Delivering a Fundamental Change*'. A further consultation paper 'Contributing to sustainable communities – a new approach to planning obligations' was produced in November 2003.
- 1.4 The City Council has been instrumental in using planning obligations as a means of securing improvements to infrastructure through contributions from new developments, to help ameliorate both their immediate impact on the environment and their strategic impact on the wider city infrastructure. In negotiating planning obligations for development proposals, the City Council is guided by government guidance set out in Circulars and Planning Policy Guidance Notes, and Local Plan policies. The Planning Obligation Strategy is intended to provide. However in the interest of providing clarity and enabling a more comprehensive approach to be taken to the negotiation of and use of planning obligations, it decided to produce a strategy on the use of planning obligations for adoption as Supplementary Planning Guidance.

1.5 The Planning Obligation Strategy has three main aims:

- to draw together existing practice on planning obligations;
- to supplement policies and proposals of the development plan in relation to the use of planning obligations in Cambridge; and
- to provide a framework for the expenditure of financial contributions collected through planning obligations.

1.6 It is difficult to predict every issue that may need to be included in a planning obligation, as site conditions and circumstances can vary greatly, for example, the presence of contaminated land and archaeological interest are usually site specific. Therefore this Strategy does not attempt to cover every possible circumstance which may need to be included in a planning obligation. Instead it focuses on the use of planning obligations to secure 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 whether a planning obligation is necessary, relevant to planning, directly related to the proposed development, fairly and reasonably related in scale and kind to the proposed development, and reasonable in all other aspects.

1.7 The City Council's Planning Obligation Strategy is based on current government guidance and policies and practice relating to the use of planning obligations, where the key element is the mitigation of the likely impacts a new development will have on infrastructure. However the City Council is mindful of the government's desire to reform the system to enable it to deliver more sustainable development which provides social, economic and environmental benefits to the community in an open way. ~~It is likely that t~~The Strategy will need to be reviewed in the future to take account of any changes to the planning obligation system introduced by the government.

2.0 PLANNING CONTEXT

- 2.1 A planning obligation is a legal agreement made under Section 106 of the Town and Country Planning Act. It usually relates to an aspect of a development that cannot be secured by imposing a planning condition or by other statutory controls. While unilateral planning obligations can be offered, particularly in planning appeals, it is more common for a planning obligation to be negotiated and agreed between a developer/landowner and the local planning authority. 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 new development on the infrastructure of the area can bring local benefits.
- 2.2 **Circular 1/97** is the current key source of government guidance on the use of planning obligations. Planning obligations may be negotiated to provide on- and off-site physical and social infrastructure related to the development. Local Plans should set out where planning obligations are likely to be sought.

- 2.3 Circular 1/97 states that planning obligations should be sought only when they are:
- (i) necessary;
 - (ii) relevant to planning;
 - (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 aspects.
- 2.4 Government policy supports the principle that a development should share the cost of facilities for which it creates a need. Sound planning principles must not however be compromised for the sake of unrelated gains and planning obligations should not be used to compensate for substandard development. It is important that there is a material connection between the proposed development and the planning obligation. Therefore, measures should be directly related to the proposed development or use of the land so that the development ought not to be permitted without it, e.g. open space, social, recreational, educational or other community uses. All planning applications must be determined on their own merits and contributions sought only if they are necessary to allow the development to proceed. Developers should not be expected to pay for facilities which are needed solely in order to resolve existing deficiencies nor should attempts be made to extract excessive contributions to infrastructure costs from developers. Additionally planning obligations should not be used where the use of planning conditions would suffice.
- 2.5 In addition to Circular 1/97, guidance on the use of planning obligations in relation to specific aspects of development has been provided in other government circulars and planning policy guidance notes. These include:
- PPG1 – to secure an appropriate mix of uses;
 - PPG2 – to offset the loss of, or any impact on, any amenity present on a site prior to development;
 - PPG3 – to restrict occupation of property to people falling within particular categories of need;
 - PPG9 – to secure long-term management or provide nature conservation features to compensate for any lost; to secure protection of species;
 - PPG12 – to secure infrastructure investment programmes to meet the needs of a particular site;
 - PPG13 – to seek contributions to measures to assist public transport, walking and cycling;
 - PPG17 – to secure the provision of public open space and sporting, recreational, social, educational or other community facilities;
 - PPG23 – to meet planning goals to protect the environment.

~~2.6 Paragraph 2.38 of the **Cambridgeshire Structure Plan 1996** identifies the need for developers to contribute to the cost of providing supporting infrastructure for their developments.~~

~~2.7A new Cambridgeshire Structure Plan is in the course of preparation. With respect to the issue of planning obligations, it has been influenced by the Implementation Study for the Sub-Region produced for Cambridgeshire County Council, East of England Development Agency and Department of Transport, Local Government and the Regions by consultants Roger Tym and Partners. This study predicts a £2 billion infrastructure cost associated with future new development in the sub-region and identifies the need to create a mechanism for~~

~~delivering it in tandem with the new development. A key mechanism identified is the use of contributions made through the planning obligation system to meet the infrastructure needs of the Sub-Region.~~

2.6 The ***Cambridgeshire and Peterborough Structure Plan 2003*** was adopted in autumn 2003. This sets out the framework for planned growth in the Cambridgeshire and Peterborough areas to 2016. Regional Planning Guidance Note 6 set out a very challenging development target for parts of the Structure Plan Area in particular the Cambridge Sub Region within which provision has been made for 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.

2.7 The new Structure Plan has been influenced by the Implementation Study for the Sub Region produced by Roger Tym and Partners. This study predicts a £2 billion infrastructure cost associated with future new development in the Cambridge Sub-Region and identifies the need to create a robust mechanism for delivering it in tandem with new development. An Infrastructure Partnership has been set up to deliver the scale of growth envisaged in the Cambridge sub-region along with supporting infrastructure.

2.8 Any future reviews of this Planning Obligation Strategy will take account of any guidance adopted in relation to meeting the cost of providing sub-regional infrastructure.

2.82.9 Chapter 15 of the ***Cambridge Local Plan 1996*** sets out the role of planning obligations in providing resources to achieve the objectives of the Local Plan and to meet as far as possible the infrastructure costs arising from development. Paragraph 15.16 identifies the benefits sought from planning obligations in the context of the Local Plan:

- (a) affordable housing;
- (b) meeting infrastructure costs, especially open space, education, transport, social services and community facilities;
- (c) those required to meet policy objectives, such as the protection of wildlife and percentage for art; and
- (d) measures required to make a development take place in an acceptable way, such as agreed phasing.

2.92.10 Paragraph 15.17 states that planning obligations will only be sought where it is appropriate to the needs of the site or land use proposed. However, the development of small sites should not escape the infrastructure costs resulting from cumulative increases in demand, e.g. education and open spaces. Therefore, while the City Council will consider the impact of each development proposal on the physical and social infrastructure of the city, it will seek to use pro-rata payments where appropriate.

2.102.11 Paragraph 15.18 sets out priorities for seeking benefits through planning obligations and states that these will follow the priorities of the Local Plan as a whole. Therefore the priorities for seeking planning obligations are as follows:

- housing
- transport

- open space/environment
- other local services and amenities

Paragraph 15.18 also makes clear that the circumstances of individual sites and localities may require some flexibility in this approach.

2.142.12 The following Local Plan policies are relevant to the provision of specific community and transportation facilities:

SUBJECT	POLICY NUMBER	POLICY TITLE
Affordable housing	H07	Negotiation from housing development proposals
	H08	Restriction of occupation to persons in need
Transport	TR2 /TR3	Development of transport mitigation measures
	TR4	Significance of public transport
	TR5/TR6	Improvement of park & ride services
	TR15/TR16	Improvement of pedestrian accessibility
	TR18/TR19 /TR20	Improvements to cycle accessibility
	TR23	Contributions to measures to assist public transport, cycling & walking
	Open space/recreation	RL3
RL4		Play space for children
Education	CS6	Educational facilities within the communities they serve and which meet local needs
	CS9	Contribution from residential development to the provision of school places
Community development	CS3	Provision with new residential development
Public realm & Public Art	E08	Contributions towards enhancement of environment
	<u>EO10</u>	<u>Removal or improvement of eyesores</u>
	<u>EO11</u>	<u>Improvements through urban redevelopment and regeneration</u>
	<u>ET7</u>	<u>Environmental improvement and regeneration in Special Policy Zones</u>
	<u>CS5</u>	<u>Policies relating to Addenbrooke's Hospital</u>
	BE15	Designing for a safer community
	RL26	Works of art in new development
	TO10	Visitor developments and infrastructure

2.13 The Cambridge Local Plan is currently under review and a first deposit draft Plan was the subject of a consultation exercise in summer 2003. A second deposit draft Plan will be produced this summer. This review of the Planning Obligation Strategy is influenced by policies in the current Cambridge Local Plan. However any future reviews of the Planning Obligation Strategy will be influenced by the new Local Plan as it proceeds to adoption.

2.122.14 **Sustainable development** seeks to ensure a better quality of life for all – now and in the future. It is described in *Our Common Future 1987* as development that meets the needs of the present without compromising the ability of future generations to meet their own needs. The government is keen that the principles of sustainable development are applied across all areas of policy making, and the promotion of sustainable development is a major aim set out in PPG1 ‘General Policy and Principles’.

2.132.15 Sustainability is a key theme of the vision and strategy for development in Cambridge and is promoted in development plans relevant to the city such as the Cambridge Local Plan 1996 and the Cambridgeshire Local Transport Plan 2001-2006, as well as documents such as the City Arboricultural Strategy 2000-2007. Of particular significance are the Cambridge Sustainable Development Guidelines adopted by Cambridge City Council in July 2003.

2.142.16 This Planning Obligation Strategy 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.

3.0 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 in the community. The areas included are:

- Affordable and special needs housing (section 3.1)
- Transport (section 3.2)
- Recreation and open space (section 3.3)
- Education and life-long learning (section 3.4)
- Community development (section 3.5)
- Public realm (section 3.6)
- Nature conservation (section 3.7)
- Public art (section 3.8)

3.0.2 Each of these areas is explored below and sub-divided into three main topics as follows:

(i) **Policy framework and establishing the impact of new developments**

This varies according to the type of infrastructure in question.

(ii) Methodology for calculating 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 amount of contribution required. However in some cases as individual impacts of potential developments will vary so significantly, they will need to be considered on their individual merits. Also in some cases where appropriate, 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.

(iii) Framework for expenditure of contributions.

It is important to note that expenditure of contributions will not be used to substitute or replace existing local authority funding of projects schemes. Instead contributions will be used to mitigate the additional impact of new development, either alone or in conjunction with funding from other sources. Also, where relevant, the expenditure of contributions may include design and procurement fees incurred as part of the implementation of various projects.

3.1 AFFORDABLE & SPECIAL NEEDS HOUSING

Policy framework and establishing the impact of new development

- 3.1.1 Cambridge Local Plan policies H07 and H08 together with paragraphs 6.37-6.49 are most relevant. The current Local Plan policies are based on a 1993 Housing Needs Study which showed evidence of housing need. A subsequent updated 1998 Housing Needs Study is also a material consideration in determining planning applications.
- 3.1.2 Affordable housing is defined in the Local Plan as housing which is available at prices which people in housing need, including homeless families, can afford. Special needs housing is defined as specialist hostels and group homes, together with dwellings built to mobility and wheelchair standards.
- 3.1.3 The 1993 Housing Needs Study and the subsequent updated 1998 Housing Needs Study both demonstrate evidence of housing need in the city. Key points from the 1998 Study are:
- (i) At the time of the latest survey in 1997 there were 4817 households in housing need of which 2806 households were in need of re-housing within one year.
 - (ii) A continuing need for the provision of affordable housing up to 2016 is forecast.
 - (iii) There were an estimated 5297 households with special housing needs.

[3.1.4—More recent reports, the Cambridge Housing Needs Study 2002 and the Sub-Regional housing study 2003 provide convincing evidence that the need for affordable housing in Cambridge remains. They estimate that between 734 – 969 affordable dwellings per annum is required to meet need. Research into Key Worker and Affordable Housing in the Cambridge Area 2002 identifies the need for housing to meet key worker needs.](#)

~~A new Housing Needs Assessment will be carried out in 2002 in conjunction with South Cambridgeshire District Council.~~

~~3.1.4 3.1.4 In early 2002 a study into Key Worker Housing in Cambridge and South Cambridgeshire was carried out on behalf of both local authorities. This will inform the review of the housing policies in the Local Plan.~~

3.1.5 Policy H08 requires that the occupancy of affordable or special needs housing is restricted to people in need who are defined as:

- (i) people who have been nominated by the local authority from its housing needs register, or because they have been accepted as priority needs homeless or through its other housing functions; or
- (ii) people nominated by a relevant social housing body where the local authority does not have nomination rights.

3.1.6 Both national and local policy advise that it is preferable that affordable and special needs housing is provided on application sites, rather than by off-site provision or a financial contribution. In July 1999 the City Council's Planning Sub-Committee approved a methodology in relation to *The Payment of Commuted Sums in lieu of On-Site Affordable Housing Provision*. This provides guidance for determining the circumstances when off-site provision of affordable or special needs housing may be acceptable and also a methodology for calculating the appropriate level of commuted sum in lieu of on-site provision or where there is a net loss of existing affordable housing through for example, a redevelopment scheme. Four exceptional circumstances are identified where off-site provision may be acceptable as follows:

- (a) Where the priority housing need, or one that is fundable, is incompatible with the proposed design. Examples include family housing where only the provision of flats is possible, or a special needs housing scheme.
- (b) Where the affordable housing requirement is incompatible with the site characteristics. Examples include frail elderly housing on a physically difficult site, or sheltered housing distant from local facilities.
- (c) Where there are problems with timing. For example, because of uncertainty about Social Housing Grant funding, an alternative site to be land banked until funding is available might be acceptable.
- (d) Where the off-site provision is larger in terms of its capacity for affordable housing provision than the 30% or more on offer on the application site.

Methodology for calculating contributions and their application to development proposals

3.1.7 The development threshold for seeking affordable and special needs housing is set out in Local Plan policy HO7. These thresholds are sites with a gross area of 0.5 hectare or more or 20 or more dwellings. Where a planning application site forms part of a larger housing development site, the size of the whole site or development will be taken into account in respect of applying the threshold.

3.1.8 In applying these thresholds, the City Council will take into account market and site conditions which may impact upon the level of provision of affordable housing which is viable upon specific sites. In such cases, the applicant will need to clearly set out the case for reducing or not making affordable housing

provision within their development when submitting their planning application in order that the case can be fully considered.

- 3.1.9 Local Plan policy H07 states that the Council will seek the provision of affordable or special needs housing on 30% of the developable area of the site. Where justified, the City Council may also accept a contribution of 30% of the residential units proposed on the site provided it is demonstrated that the unit types and mix proposed will meet priority housing needs. The land or units in question will be passed to the City Council or a Registered Social Landlord at an agreed price for use as affordable or special needs housing.
- 3.1.10 In exceptional cases where it is agreed with the City Council that a financial contribution in lieu of providing affordable housing is considered acceptable, the methodology set out in *The Payment of Commuted Sums in lieu of On-Site Affordable Housing Provision 1999* will be used for calculating the level of contribution in lieu of on-site provision. The level of contribution will be included in the planning obligation along with details of when it should be paid (normally this is upon or shortly after physical implementation of the residential development).

Framework for bringing forward affordable housing

3.1.11 3.1.11 Where affordable housing units are to be provided on a site as part of a development scheme, discussions will take place at an early stage with the developer to establish the preferred mix of units for the affordable housing element.

3.1.12 In cases where financial contributions are made through a planning obligation in lieu of on-site provision of affordable housing, they will be used to fund alternative new affordable housing schemes in the city. in conjunction with the Social Housing Grant to fund new affordable housing schemes in the city. Annually new projects are prioritised for funding through an integrated bid round. Funding is allocated in April each year from either Housing Corporation or Cambridge City Council Social Housing Grant.

3.1.13 ~~The City Council has set out the principles which will guide its allocation of Social Housing Grant (SHG) either directly through Local Authority SHG or indirectly through supporting a bid to the Housing Corporation for Approved Development Programme SHG in its guidance document *Using Social Housing Grant to Develop PPG3 Sites*. If a developer forms a partnership with a Housing Association which is not acceptable to the City Council based on the assessment criteria set out in the guidance *Using Social Housing Grant to Develop PPG3 Sites*, SHG resources will not normally be made available.~~

3.2 TRANSPORTATION

Policy framework 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 more than 171,000 motor vehicles being recorded as crossing the radial road cordon in October 2000 over 12

hours. Cars, taxis and delivery vehicles accounted for more than 90% of these flows. This 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 developments in 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 undoubtedly 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, [the Cambridgeshire and Peterborough Structure Plan 2003](#) and the Cambridgeshire Local Transport Plan ~~2004-2006~~ [2004 - 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.

3.2.3 Policies and text in the Transport section of the **Cambridge Local Plan 1996** emphasise the aim to meet the growing demand for transport to and around Cambridge by means other than private cars. The following policies are considered particularly relevant to the development of a S.106 Strategy:

- Policy TR1 recognises the strong link between land use and transportation issues;
- Policies TR2 and TR3 require the assessment of the impact of development proposals upon transport systems and the environmental impact of generated traffic, and the development of mitigation measures;
- Policy TR4 recognises the significance of good public transport accessibility for new developments;
- Policies TR5 and TR6 support the provision and improvement of park and ride sites and services;
- Policies TR10 and TR11 support the improvement of rail passenger facilities at the existing station and the provision of additional rail stations where they would serve areas of planning development;
- Policies TR15 and TR16 support improvements to pedestrian accessibility and meeting pedestrian needs;
- Policies TR18 and TR19 support improvements to cycle accessibility and meeting cyclist needs;
- Policy TR23 supports the limitation of parking provision for non-residential development within controlled parking zones in the city where instead of provision on site contributions towards measures to assist public transport, walking, cycling will be sought; and
- Policy TR51 encourages measures to reduce the use of the private car.

3.2.3 The key objectives of **Cambridgeshire Local Transport Plan ~~2004-2006~~ [2004 - 2011](#)** are:

- (i) to make travel safer;
- (ii) to develop integrated and sustainable transport systems; and
- (iii) to maintain and operate effective transport networks.

Key points are the reduction of car dependence, development of bus and rail services and interchanges, improving pedestrian and cyclist facilities within the city and limiting car parking. Targets relating to travel in Cambridge include:

- stabilisation of traffic entering the city on main corridors;
- ▣ 1.3% traffic reduction per annum in number of vehicles crossing the River Cam;
- increase bus patronage on corridors into Cambridge by 70% by 2010;
- increase modal share of cycling in Cambridge from 14% to 17%.

3.2.4 The **Southern Corridor Area Transport Plan** (SCATP) was adopted as Supplementary Planning Guidance to the Cambridge Local Plan 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 and Western Corridor Area Transport Plan were adopted as supplementary planning guidance in March 2003. Both are subject to periodic reviews. 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 Transport Plans are subject to periodic review and it is likely that they will be reviewed later in 2004.

Area Transport Plans were initially prepared for the southern and eastern areas of the city as these were experiencing most development pressure. Both SCATP and ECATP set out in detail the mechanism by which contributions will be sought from new developments within both corridors towards the provision of new transport infrastructure required in the southern and eastern parts of the city to mitigate the impact of new development. A review of both documents has recently been completed and revised Southern and Eastern Corridor Area Transport Plans were adopted by the City Council as Supplementary Planning Guidance in July 2002.

3.2.5 A Corridor Area Plan for the northern part of the city is currently under preparation and will included within this Strategy if adopted as SPG by the City Council. It is intended to also prepare a Corridor Area Plan for the western part of the city in due course in order to provide comprehensive citywide cover.

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.

The need for transport infrastructure improvements

3.2.7 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.

3.2.8 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 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 classified as **development-specific transport works** and are normally required to be implemented as part of the development scheme.

- 3.2.9 Development schemes which 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 and reduce traffic entering the city. In order to mitigate the impact of new development on the strategic transport infrastructure of the city, improvements and investment are required on a strategic level to reduce dependency on the private car overall 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 development schemes which give rise to significant increases in trip rates 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.
- 3.2.10 ~~In the case of non-residential developments within controlled parking zones particularly in and around the city centre, parking provision is discouraged through Local Plan policy TR23, and contributions sought via a commuted parking payment to assist in improving public transport, walking or cycling facilities, for example park and ride facilities. PPG13 actively discourages the use of commuted parking payments although it does encourage the use of planning obligations where appropriate to improve accessibility by public transport, walking and cycling. In view of this commuted parking payments will no longer be sought. However, it is important that in those areas of the city where the provision of parking spaces is discouraged by policy TR23, that accessibility by means other than the private car continues to be improved, and that new developments within these areas contribute to improvements appropriately.~~
- 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 impact 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 relate to pedestrian and cyclist access to the site, provision for access to public transport, 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 exercise carried out on the planning application, and these will need to be assessed by planning and transport officers in terms of the site proposals.
- 3.2.13 Development-specific improvements are directly related to the development proposal and are required in order to address its immediate impact. They are

therefore viewed as an integral part of the development scheme. The developer is normally required to implement development-specific improvements as part of the development scheme, or in some cases the developer may choose to contribute a sum of money to the local highways authority to implement the work on his behalf, for example, the provision of a signalised pedestrian crossing. Where a developer decides to implement improvements in this way, they will be required to either 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 Transport Plans SCATP and ECATP, 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 Transport Plans, levels of trip generation will need to be treated more flexibly and be agreed between the applicant and the Council. This will particularly be the case in terms of developments which form essential public infrastructure with a local need, e.g. 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. SCATP and ECATP (July 2002). Briefly, contributions are calculated by dividing the total cost of the development related transport schemes proposed in the south and east 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 should be referred to for details of A summary of the calculation of contributions to SCATP and ECATP is set out below.

	SCATP	ECATP
<u>Additional cost of schemes</u>	<u>£4.91m</u>	<u>£4562m</u>
<u>Potential new trip generation in corridor</u>	<u>13,290</u>	<u>19,950</u>
<u>Cost per trip</u>	<u>£369</u>	<u>£229</u>

- 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. 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 ~~SCATP or ECATP~~ contribution.
- 3.2.17 ~~It should be noted that a significant portion of the controlled parking zone referred to in Local Plan Policy TR23 is now covered by the provisions of SCATP and ECATP, and a further portion may be covered in due course by the Northern Corridor Area Transport Plan if approved by the City Council as SPG. With respect to those areas of the controlled parking zone which do not lie within the boundary of an Area Transport Plan, each case will be considered individually and where appropriate, improvements or contributions to measures to assist public transport, walking or cycling, will be negotiated to meet the provisions of Policy TR23.~~

Travel Plans

3.2.18 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 (2500m² gross floorspace or above), retail (1000m² gross floorspace or above), leisure (1000m² 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

Local transport improvements

3.2.19 Where a developer has made a financial contribution to the local highway authority to implement an item of transport infrastructure directly related to his development, the timing of its implementation will be clearly specified in the S.106 Agreement relating to the development. Implementation is likely to be related to the implementation of the development.

Strategic transport improvements

3.2.20 ~~Both SCATP and ECATP~~ Each Area Transport Plan includes a list of schemes to which contributions for strategic transport improvements will be put. The programme of schemes and their prioritisation will be kept under review by the City Council and County Council. Schemes will be prioritised according to their impact on reducing use of the private car within the areas of both current Area Transport Plans, and reviewed on a periodic basis, taking into account any additional guidance adopted by the City or County Councils such as the Cambridge Walking and Cycling Strategy, and Northern Corridor Area Transport Plan. In view of the large-scale nature of the strategic transport improvements, a longer-term programme is envisaged for their delivery.

3.2.21 As some of the larger projects identified may require contributions from a number of developments in order to bring them to fruition, in some cases a expenditure period of 10 years will be specified in planning obligations in order that sufficient funds can be built up to fund projects.

3.2.22 With respect to financial contributions received in respect of Local Plan Policy TR23 it is proposed that contributions will be used to implement projects set out in the Walking and Cycling Strategy; additionally the following area of expenditure has been agreed by Planning Sub-Committee: up to £25,000 per annum on transport studies for the purposes of mitigating the impact of new development on the city's infrastructure.

3.3 OPEN SPACE & RECREATION

Policy framework and establishing the impact of new developments

- 3.3.1 **PPG17: Sport and Recreation** states that it is helpful for local planning authorities to draw up their own standards of provision based on their assessment of need. In considering possible standards, ease of access to local public open space, particularly on foot, should be an important consideration. PPG17 also attaches great importance to the retention of recreational and amenity open space in urban areas, because demand is concentrated there.
- 3.3.2 Local plan policy RL3 requires new housing and appropriate other development, to include the provision of suitable open space for recreation as an integral part of the development in accordance with the Council's standards. The Council's standards for the provision of open space for new developments are set out in Appendix 5 to the Local Plan and are based on three types of open space:
- **Formal open space** – includes playing pitches, courts and greens.
 - **Informal open space** – includes recreation grounds, parks and common land excluding play areas and pitches, natural green areas, woodlands and major tree belts.
 - **Children's play areas** – includes equipped play areas.
- 3.3.3 Policy RL3 goes on to identify three exceptions where open space may not have to be included as part of a development and these include instances where a planning obligation is secured for a contribution to meet the provision of new or improved open space on-site or nearby; or the development is for student residential purposes only and adequate open space for recreation is provided nearby.
- 3.3.4 The need for adequate open space and recreation provision is established through the Cambridge Local Plan. Map 1 in Appendix 5 of the Local Plan shows that substantial parts of the city are located more than 400m from the entrance to a public open space. The unshaded areas of the map which are within 400m of the entrance to public open space does not necessarily mean that they are well served – no account is taken of the quantity or quality of the open space, nor the size of the population within their catchments. Therefore, there may still be a need for further provision of or improvements to public open space in these areas also. New 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 in the vicinity of the development site.
- 3.3.5 A research study *An Assessment of Open Space in Cambridge* was published in 1999. This considered the three types of open space defined above and concluded that there is: (i) a serious deficiency of formal open space in secure public use in the city, (ii) a marked uneven distribution of informal open space, and (iii) that large areas of the city lie beyond the catchments of an appropriate children's play areas.
- 3.3.6 *Guidance for Interpretation and Implementation of the Open Space Standards* was originally adopted by Planning Sub-Committee in January 2000 and was

reviewed and updated in January 2001 and July 2002. ~~A further annual review has recently been undertaken~~. Where relevant, the details of this updated Guidance has been incorporated into this Strategy. The Guidance is based on the requirements of Policy RL3 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.

3.3.7 The *Guidance for Interpretation and Implementation of Open Space Standards* seeks to ensure that all new residential developments (and other forms of development as appropriate) contribute in some way to the provision or improvement of public open space either through its provision on site as part of the development or through the payment of a financial contribution to the City Council to use in the improvement or provision of public open space across the city. This approach recognises the impact that even small developments can have incrementally on open space and recreation facilities.

3.3.8 Other relevant background documents to open space in Cambridge includes 'Parks for Cambridge People: A Strategy for Parks, Play and Open Spaces managed by the City Council' 2003 which includes an audit of open spaces and vision for their improvement to meet the needs of the city. An 'Open Space, Sport and Recreation Strategy' is currently under preparation by the City Council. This will feed into the new Cambridge Local Plan as well as further reviews of the Planning Obligation Strategy.

Methodology for calculating contributions and their application to development proposals

3.3.83.3.9 The *Guidance for Interpretation and Implementation of the Open Space Standards July 2002* ~~as updated March 2002~~ 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.

3.3.93.3.10 The open space standards are applicable to all new residential units created as a result of development regardless of whether they result from new-build or conversions, build residential developments and conversions from non-residential use to residential use regardless of the number of residential units proposed. However they do not apply to conversions and changes of use from one type of residential use to another, e.g. 1 house to 2 flats. Where the proposal relates to the conversion of existing residential 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 residential units created through the conversion or redevelopment.

3.3.103.3.11 Certain types of residential development will not always need to meet the full standard as shown in the table below:

Type of residential development	Formal open space	Informal open space	Children's play areas
Private residential	Full provision	Full provision	Full provision +
Housing	Full provision	Full provision	Full provision +

Association			
Retirement housing †	Full provision	Full provision	No provision
Non family student housing	Full provision *	Full provision**	No provision
Family student housing	Full provision *	Full provision**	Full provision

† Provision for Children's play areas will not normally be sought for one-bedroom units

† Retirement housing is any accommodation in Class C3 where there is an age restriction of over 55 years. 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 S.106 Agreement and it can be shown that adequate provision of formal open space is made by that college.

** 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 to meet the Council's standards.

3.3.113.3.12 The open space requirement for other specialist housing will be considered on its merits.

3.3.123.3.13 Contributions to the provision or improvement of open space are calculated using the number of persons likely to inhabit a development (based on 1 person per 1 bedroom, except for one-bedroom units which will be assumed to have 1.5 people) and the capital cost per square metre of creating the different types of open space required and maintaining it for 12 years. A contribution is worked out for each type of open space where full provision is not made within the development. The calculations are set out in full in the *Guidance for the Interpretation and Implementation of Open Space Standards July 2002*, and are summarised briefly below:

Cost	Formal open space	Informal open space	Children's play area	Total
Cost per m2	£19 £20	£16 £17	£126 £133	N/A
Cost per person	18m2 x £19 = £342 18m2 x £20 = £360	18m2 x £16 = £288 18m2 x £17 = £306	3m2 x £126 = £378 3m2 x £133 = £399	£1008 £1065
Cost for 20 x 2-bedroom houses	720m2 x £19 = £13,680 720m2 x £20 = £14,400	720m2 x £16 = £11,520 720m2 x £17 = £12,240	120m2 x £126 = £15,120 120m2 x £133 = £15,960	£40,320 £42,600

3.3.133.3.14 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 12 years following its adoption.

Framework for expenditure of contributions

3.3.143.3.15 In ensuring that S.106 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 recreational facilities, account has been taken of two documents: (i) a Schedule of Projects identified by Recreational Services and agreed by the City Council's Community Development and Leisure Committee on 31 January 2002; and (ii) the City Wide Arboricultural Strategy 2000-2007 approved by the City Council's Environment Committee on 6 November 2001. The first document includes a list of proposed improvement projects for each category of open space – formal, informal and children's play areas. The second document sets out a strategy for the management of trees recognising the value trees in the city have in terms of the recreational and amenity environment enjoyed by residents as well as in terms of sustainability.

3.3.153.3.16 The framework for expenditure of planning obligation contributions for public open space is proposed as follows. Formal open space is considered as a citywide resource and expenditure on this type of open space will normally be on a citywide basis. Expenditure on informal open space will normally be within 1.5km of the development site from which the contribution arises, but it is recognised that some areas of informal open space such as the central parks and commons are used by residents across the city and therefore that some expenditure will be directed to the improvement of these areas of open space. Expenditure on children's play areas will normally be within 600m of the development site which generates the contribution, but again there are some instances, for example provision/improvement of play areas on Lammas Land, where expenditure on a central open space would benefit residents across the city.

Type of open space	Approach to expenditure
Formal open space projects	On a city wide basis to 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 projects	Within 1.5km of the boundaries of the development site if possible or on schemes which will benefit residents across the city
Children's play areas	Within 600m of the boundaries of the development site or on schemes which will benefit residents across the city

~~3.3.163.3.17 Using the two documents referred to in paragraph 3.3.14 plus the framework for expenditure set out in the table above, a programme of projects for implementation has been identified. A list of projects to potentially be delivered using developer contributions has been identified and is set out in appendix A to this Strategy. The list programme will be reviewed and updated periodically 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 below are in addition to those identified in the previous Planning Obligation Strategy, previously initiated or underway using contributions from planning obligations.~~ 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.

3.3.173.3.18 The projects listed in [Appendix A below](#) relate to the improvement of existing open spaces 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 can be created in order to mitigate the impact of new residential development in the city. As some of the larger projects identified may require contributions from a number of developments in order to bring them to fruition, in some cases a expenditure period of 10 years will be specified in planning obligations in order that sufficient funds can be built up to fund projects.

Formal open space projects

	Description	Ward	Estimated capital cost
1	Provide low level skateboard facility on Donkey Common to rear of swimming pool	Petersfield	£30,000
2	Provide skateboard facility on Coleridge R.G.	Coleridge	£41,000
3	Enlarge basketball court on Trumpington R.G. to full size court	Trumpington	£12,000
4	Vandal resistant fencing around tennis court on Q. Edith's R.G.	Queen Edith's	£8000
5	Provide skateboard facility on Kings Hedges R.G.	Kings Hedges	£41,000
6	Improvements to Kings Hedges Learner Pool	Kings Hedges	£110,000
7	All weather multi-purpose sports area at Queen Edith's R.G.	Queen Edith's	£40,000
8	2 goal mouths including surfacing at Green End Rd R.G	East Chesterton	£10,000
9	Small multi-sport surface with fencing at Coleridge R.G.	Coleridge	£20,000
10	Small all weather informal kick-about area at Histon Rd R.G.	Castle	£10,000

Informal open space projects

	Description	Ward	Estimated capital cost
-1	Extend footpath on Cherry Hinton R.G. from Leete Rd via the school to the High Street	Cherry Hinton	£20,000
2	Provide tarmac surface to right of way across Nuns Way R.G.	Kings Hedges	£15,000
3	Create safe routes to play areas on Nuns Way R.G.	Kings Hedges	£5000

4	Reform access road to the Fort St. George from Victoria Ave. & provide path-edge reinforcements on Midsummer Common	Market	£55,000
5	Develop a new city wildlife strategy	City wide	£35,000
6	Identification, mapping & researching veteran trees	City wide	£5000
7	Lighting at Green End Road R.G.	East Chesterton	£3000
8	Water supply to Maple Road Allotments	East Chesterton	£4000
9	Re-landscaping general improvement areas at Fairfax Rd, Catharine St, Eastern St, Cavendish Rd	Romsey	£10,000
10	Prepare & implement bio-diversity plan for natural areas/corridors	City wide	£12,000
11	Tree planting on Christ's Pieces	Market	Up to £10,000
12	Provide a hard surfaced car park at Cherry Hinton Hall	Cherry Hinton	£50,000

Play area projects

	Description	Ward	Estimated capital cost
1	Refurbish play area on Stourbridge Common	Petersfield	£40,000
2	Install land drainage to Goldhams Lane play area & common	Romsey	£75,000–£100,000
3	Landscape & refurbish play area on Trumpington R.G.	Trumpington	£70,000
4	Refurbish & resite play area on Christ's Pieces	Market	£40,000
5	Refurbish play area at Church End	C. Hinton	£20,000

3.4 EDUCATION

Policy framework and establishing the impact of new developments

- 3.4.1 Policy CS9 of the Cambridge Local Plan states that where residential development creates extra demand for school places but there is insufficient capacity to meet it, that developers will be expected to contribute to meeting this additional demand. Additionally Policy CS2 requires residential development, where relevant, to provide for appropriate community facilities to meet the needs of future residents. Community facilities to which this policy relates include educational and caring facilities.
- 3.4.2 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.
- 3.4.3 Additional house building taking place within the city as well as a recent increase in the childbirth rate particularly among 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 Council Education Department).

Methodology for calculating contributions and their application to development proposals

- 3.4.4 The additional pressure new residential developments will place on educational facilities is assessed by the County Council. 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. 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.
- 3.4.6 In view of the number of smaller residential developments currently taking place in the city and their incremental impact on the capacity of educational facilities, the following methodology will be applied in calculating contributions towards mitigating their impact.
- 3.4.7 **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 education contribution where no capacity	£1250 per dwelling unit £1350 per dwelling unit
Secondary education contribution where no capacity	£1400 per dwelling unit £1520 per dwelling unit

- 3.4.8 **Pre-school facilities** – in view of the lack of capacity of pre-school 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 pre-school 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	£750 per dwelling unit £810 per dwelling unit
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3.4.9 **Libraries and life-long learning facilities** – In view of the pressure put on life-long learning facilities by new residential development both locally and on a citywide basis, it is proposed that 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	£150 per dwelling unit £160 per dwelling unit
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3.4.10 Residential developments which will not be required to contribute to primary, secondary and pre-school provision are:

- developments comprising one-bedroomed dwellings or flats;
- 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 Local Plan policy H07).

3.4.11 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 Local Plan policy H07).

Framework for expenditure of contributions

3.4.12 Contributions for educational improvements will be forwarded to the County Council to help fund improvements to create new school places and pre-school places where needed, as well as improvements to 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 spent to mitigate the impact of new development.

3.5 COMMUNITY DEVELOPMENT

Policy framework and establishing the impact of new development

3.5.1 Policy CS3 of the Local Plan requires residential development where relevant, to provide for appropriate community facilities to meet the needs of future residents. Community facilities are defined as those which are used for social, recreational, educational, caring, cultural and religious purposes. Recreational

and educational facilities are dealt with elsewhere in this document and this section therefore focuses on social, caring, cultural and religious facilities.

3.5.2 Table 7.1 in the Local Plan defines the services and facilities which should be available at different distances from where people live. The services and facilities listed are far-reaching and for the purposes of this document will be restricted to social, caring, cultural and religious facilities. The delivery of community development is shared by the City and County Councils and voluntary groups

3.5.3 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: two pilot projects are taking place focussing on citywide as well as local strategies. These pilots are:

- 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.

~~*Area or local community facilities:* During the spring and summer of 2001, community facilities in Petersfield were mapped and some initial consultation was carried out within the community to identify community needs and priorities, including the need for additional facilities. A Community and Agencies Forum is currently being developed to implement an action plan arising from this work.~~

~~*Youth facilities:* The first stage of this project involved mapping all youth facilities and services in the city. The second, which will run from April to September will develop a model or approach which will identify additional demands or changes in the need for facilities by bringing together research and development information with a process for consulting on proposals.~~

3.5.4 ~~Both initiatives have combined mapping with consultation on gaps in provision and priorities with different stakeholders. The mapping exercise has now been extended to all community facilities and remaining areas of the city. These two pilots have demonstrated that community development is delivered not just through the provision of new buildings or improvements to existing facilities but also through support for community initiatives. They have also highlighted the need for consultation and the resources and structures to support it.~~

3.5.5 The projects and studies referred to above demonstrate that the provision of, access to, and condition of community facilities varies in terms of quantity and quality across the city. There is no doubt that population increases arising from new developments will increase demand on existing community facilities in the city. While the particular requirements of new very large residential developments can normally be provided within the development, smaller developments and even single dwellings are incrementally contributing to demand on existing facilities. ~~It is intended to carry out more detailed research to quantify pressures on existing community facilities and identify specific needs of new residents in the area of community development. This~~

~~work will build on the two pilot projects mentioned above as well as feeding into the Best Value Review of Community Development.~~

3.5.6 Currently community development needs fall into the following general areas:

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

Methodology for calculating contributions and their application to development proposals

3.5.7 Where development proposals will result in the loss of an existing community facility, they will be assessed on a case-by-case basis as required by Local Plan policy CS3 in addition to the following.

3.5.8 In view of the incremental impact that can be made on community facilities by all new residential development, it is proposed that all new dwelling units are required to mitigate their impact by contributing as follows:

Improvement or provision of community facilities	£4000 £1085 per 1 or 2 bedroomed dwelling unit
	£1500 £1625 per 3 bedroomed dwelling unit or above

3.5.9 Exceptions to the application of this requirement will be:

- 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 Local Plan policy H07).

Framework for expenditure of contributions

3.5.10 It is intended to focus the use of community development contributions towards identified projects within the locality of the new developments in order to mitigate the impact of new residents from these developments on the local community facilities. In some cases it may be appropriate to use contributions for the improvement of facilities which are centrally located and are used by residents from different parts of the city including new developments. Contributions will be mainly 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.

3.5.11 The following improvements to community 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. ~~The total estimated cost of these projects is in the region of £3.45m.~~ It is proposed that community development contributions will be targeted towards these projects. ~~This list will need to be reviewed periodically and will be informed by the outcome of the more detailed research work identified in paragraph 3.5.5 above. As many of the projects listed below will be delivered in partnership with community groups and the voluntary sector, detailed assessments will be carried out on proposals for funding individual projects by the Community Development department before determining the extent of planning obligation contribution to be provided.~~

- a new community centre for Petersfield;
- childcare facilities and support for families close to the city centre;
- a city centre youth venue;
- a replacement pavilion on King George V recreation ground in Trumpington;
- refurbishment of Arbury and East Barnwell community centres; **and**
- refurbishment of Castle Street Methodist Church for community use
- a new community hall in Chesterton;
- a replacement Dec youth bus;
- the provision of a minibus to support work children and young people;
- the youth and community centre on Brown's Field; and
- improvements to provision for young people in Abbey Ward.

3.5.12 As some of the larger projects identified may require contributions from a number of developments in order to bring them to fruition, in some cases a 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 PUBLIC REALM

Policy framework and establishing the impact of new

development

- 3.6.1 PPG1 'General Policy and Principles' and PPG 15 'Planning and the historic environment' set out the government's commitment to the creation of a good quality public realm. 'Our Towns and cities: the future – delivering an urban renaissance' produced by the DTLR highlights the importance of a good urban environment to the economic and social well being of cities. The Cambridge Local Plan equally recognises the benefits of an attractive and safe environment to both residents and visitors. Of particular relevance are:
- Policy BE1 which encourages excellence in urban design, embracing architecture, spaces and landscape of the highest quality.
 - Policy EO10 and paragraph 3.26 which refer to the removal or improvement of eyesores.
 - Policy EO11 and paragraphs 3.27 – 3.38 which encourage improvements through urban redevelopment and regeneration.
 - Policy CS5 which relates to new development at Addenbrooke's Hospital and the issues which proposals should have regard to including environmental improvements and landscaping.
 - Policy ET7 which encourages environmental improvement and regeneration in Special Policy Zones.
 - Paragraph 11.32 which recognises the importance of good investment in infrastructure and management of the city centre. It envisages that this will be assisted through securing contributions from developers towards central area enhancement.
 - Paragraphs 3.6 – 3.7 and 3.12 – 3.24~~3~~ in conjunction with policy BE08 identify the areas of environmental improvements the Council will seek to achieve.
 - Paragraphs 5.48 – 5.49 and policy BE15 which refer to the importance of designing for a safer community.
 - Paragraphs 12.37 – 12.38 and policy TO10 in the Local Plan address the impact that new visitor developments can potentially have on the character and infrastructure of Cambridge.
- 3.6.2 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. 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 ~~green spaces and~~ urban spaces within the city ~~centre for example~~. 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, conflict between pedestrians and cyclists particularly in 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.
- 3.6.3 Government guidance set out in PPG1 and 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.
- 3.6.4 In recognition of this, new developments will be required to support and contribute to the following depending on their location and impact:
- improvements to the public realm;

- community safety; and
- destination visitor management.

Methodology for calculating contributions and their application to development proposals

Improvements to the public realm

- 3.6.5 In recognition of the impact that new or improved ~~commercial~~ developments are likely to have on the city's ~~centre~~ public realm (defined as hard surfaced areas) and the benefits they receive from operating within an attractive city ~~centre~~ environment, it is proposed that contributions ~~to the improvement of the public realm~~ (or works in kind to the public realm to an equivalent value) will be sought from:
- ~~commercial~~ Proposals for developments, or redevelopments or change of use within the A1, A2, A3, B1 or D2 use classes located within the city centre and the Station Area (defined as the area between Hills Road, Station Road/Devonshire Road and the rail line) which will result in a net increase in daily trip generation by all modes of 50 trips.
 - Proposals for development, redevelopment or change of use outside the city centre as defined on the Local Plan Proposals Map and the Station Area (defined as the area between Hills Road, Station Road/Devonshire Road and the rail line) which will result in a net increase in daily trip generation by all modes of 250 trips.
- 3.6.6 The level of contribution required will be ~~£300~~ £310 per additional trip.

Community safety

- 3.6.7 Contributions will be sought from:
- proposals for entertainment venues including public houses, night or other late opening clubs;
 - residential or commercial developments where the improvement or upgrading of an existing pedestrian or cyclist path which will serve the proposed development is considered necessary as part of ensuring satisfactory access to the site by means other than the car;
- 3.6.8 Contributions will be based on the estimated cost of providing or enabling the package of community safety measures identified in connection with the development. Any development proposals for entertainment venues in the city centre will be expected to contribute to improving CCTV coverage in the city centre.

Destination visitor management

- 3.6.9 In recognition of the impact which new or improved tourist facilities can have on the city's infrastructure, contributions will be sought from the following developments where there will be a net increase in daily trip generation by all modes of 50 trips.
- new visitor attraction developments such as museums, galleries, and exhibition centres;
 - developments comprising visitor accommodation including hotels and guesthouses.
- 3.6.10 In view of the varied nature and impact of these developments, it is proposed that the amount of contribution required for destination visitor management will be negotiated on a case-by-case basis.

Framework for expenditure of contributions

Improvements to the public realm

- 3.6.11 Contributions shall be targeted towards a programme of improvements produced by the City and County Councils. It is likely that contributions from planning obligations will form only part of the funding for improvement projects. Projects towards which contributions may be targeted are:
- Burleigh Street & Fitzroy Street improvements;
 - ~~Silver Street improvements~~;
 - Sidney Street improvements;
 - Area around Market/Guildhall;
 - local shopping centres.

Community safety

- 3.6.12 The use of contributions will be specified in each planning obligation and will be targeted towards community safety needs related to the development, e.g. contributions towards late night bus services, improvement or provision of signage to public transport points, provision of CCTV (including a commuted sum for its management & maintenance), programmed improvements to a pedestrian and/or cyclist path serving the development, improvement of access to local centres.

Destination visitor management

- 3.6.13 The expenditure of S.106 contributions collected will be targeted towards the aims of the Cambridge Tourism Strategy 2001 – 2006. It is proposed that the use of planning obligations collected for visitor destination purposes will be reviewed on an annual basis as part of the annual tourism action plan.

3.7 NATURE CONSERVATION

Policy framework and establishing the impact of new developments

- 3.7.1 PPG9 'Nature Conservation' sets out the government's commitment to nature conservation.
- 3.7.2 Planning proposals can potentially directly impact on wildlife sites and paragraph 15.16 of the Cambridge Local Plan states that one of the four categories where planning obligations may be sought is to 'meet policy objectives, such as the protection of wildlife...'.
- 3.7.3 The identification of specific mitigation measures to address the potential impact of a proposed development on wildlife and habitats will be identified through the consideration of each planning application. In many cases, an environmental assessment or other impact study will inform the mitigation measures. In these cases, the developer may choose to undertake the mitigation measures himself or alternatively, if more appropriate, make a financial contribution to the City Council to undertake the works (potentially in partnership with other groups) in question – in this instance a fully costed project appraisal should be prepared by the developer and agreed with the

City Council. Regardless of the manner in which the mitigation measures are undertaken, provision will need to be made for any immediate and long term management requirements, and this should be reflected in any contributions made.

- 3.7.4 In some instances, it may be considered necessary to reduce or manage pressure on a local nature habitat likely to result from increased usage of the habitat arising from new development. In these cases, a solution may be to improve access to other nature areas in the city to share the visitor burden, or increase awareness of other nature reserves and areas. Where this is the case, a contribution based on the cost of carrying out specific measures will be required.

Methodology for calculating contributions and their application to development proposals

- 3.7.5 This will depend on the potential impact of the planning proposal on wildlife sites or corridors (this is likely to be ascertained through an environmental assessment). If off-site mitigation is required through perhaps the creation of new or replacement wildlife habitats or improvement of existing wildlife habitats, a scheme of works and management proposal at the developers cost will be sought.

Framework for the expenditure of contributions

- 3.7.6 Contributions made to mitigate the impact of a development on wildlife will be spent in two key ways:
- provision or improvement of off-site wildlife habitats specifically identified during consideration of the application as necessary to mitigate the impact of the development; and
 - development of a city wide wildlife strategy focussing on improvement to existing wildlife sites and access to them
- 3.7.7 The expenditure of planning obligations on nature conservation may be carried out by parties other than the City Council such as the Wildlife Trust, Greenbelt project, etc.

3.8 PUBLIC ART

Policy framework and establishing the impact of new developments

- 3.8.1 PPG1 'General Policy and Principles' identifies the need for new developments to achieve a high quality of urban design. The Cambridge Local Plan promotes excellence in urban design and the development of a quality townscape. The Cambridge townscape benefits 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 is recognised in the Local Plan as follows:
- Paragraphs 8.58 – 8.59 in conjunction with policy RL26 which promote the provision of public art as part of development schemes.
 - Paragraph 15.16 states that one of the four categories where planning obligations may be sought is to 'meet policy objectives, such as the protection of wildlife and percentage for art'.

- 3.8.2 A Public Art Plan for Cambridge has recently been produced which 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 (the preferred approach) or elsewhere. The guidance forms a companion document to this Planning Obligation Strategy.

4. 0 MONITORING AND REVIEW OF PLANNING OBLIGATIONS AND EXPENDITURE OF CONTRIBUTIONS

- 4.1 In view of the significance of planning obligations to the development control process, it is important that the negotiation of obligations and expenditure of any contributions received from developers are carefully monitored in a public and accountable way.
- 4.2 The following measures are therefore proposed:
- Reports on planning proposals presented to Planning ~~Sub-Committee~~ Committee and 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 report to Environment Committee providing details on planning obligations negotiated in the previous year; extant planning obligations where development has not yet commenced; details of expenditure from planning obligations in the previous year; and details of expenditure planned for the coming year. The report will also review implementation of the Planning Obligations Strategy and make recommendations for any suggested improvements. It may also be appropriate to prepare a brief interim monitoring report for Environment Committee 6 months after the annual report.
 - Provision of information on the City Council's web site relating to planning obligations.

5. 0 PRACTICAL POINTS FOR PREPARING AND COMPLETING PLANNING OBLIGATIONS

- ~~5.4~~The completion of planning obligations is often perceived as a lengthy and time-consuming process which adds delay to 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 web site (www.cambridge.gov.uk/planning/dcappfrm.htm) or in planning application packs for non house-holder development. Therefore it proposes the following time maximum periods for the completion of planning obligations and will use its best endeavours to meet these targets. If a planning obligation is not completed within the relevant time periods set out below, it will be reviewed. If senior

~~officers consider that there has been an unreasonable delay in completing the planning obligation, a report may be taken to Planning Sub-Committee to consider whether planning permission should be refused in the absence of a completed planning obligation.~~

- ~~☐ **minor developments**—planning obligations relating to these often include standard clauses. It is therefore considered reasonable that they are completed within three months from the date of approval in principle either by Planning Sub-Committee or senior officers using delegated authority.~~
- ~~**major developments**—planning obligations relating to these can be more complex and varied. It is therefore proposed that they are completed within six months (or other time period agreed between the City Council and applicant at the outset) from the date of approval in principle by Planning Sub-Committee.~~

5.25.1 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.

~~5.3 In order to initiate the process of completing a planning obligation as quickly as possible, the City Council will aim to forward a draft planning obligation to the applicant or their solicitor within the following time periods following from the date of approval in principle either by Planning Sub-Committee or senior officers using delegated authority.~~

- ~~☐ Minor developments—15 working days~~
- ~~Major developments—20 working days~~

5.45.2 In order to enable the completion of planning obligations to take place quickly and effectively, the following points should be borne in mind:

- Standard clauses will be used where possible.
- Heads of terms or draft S106 Agreements should be submitted with planning applications where appropriate, and unilateral undertakings as soon as possible following registration of planning applications where appropriate.
- ☐ 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 get their solicitor to complete and submit an undertaking to pay legal costs as the -
- ~~The~~ applicant will be required to cover the City Council's legal costs relating to the planning obligation.
- As parties with an interest in an 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 towards physical or social infrastructure are required through a planning obligation, they will be index-linked.

6.0 REFERENCES

6.1 The following documents were used in compiling the draft Planning Obligation Strategy:

- Government Circular 1:97: Planning Obligations
- Planning Policy Guidance Notes
- [Regional Planning Guidance Note 6](#)
- [Cambridgeshire Structure Plan 1996](#) [Cambridgeshire and Peterborough Structure Plan 2003](#)
- Cambridge Local Plan 1996
- 1993, ~~and~~ 1998, [2002 and 2003](#) Housing Needs Studies ~~for Cambridge~~
- 2002 Key Worker Housing Study for Cambridge and South Cambridgeshire
- Methodology for The Payment of Commuted Sums in lieu of On-Site Affordable Housing Provision approved by Cambridge City Council's Planning Sub-Committee in July 1999
- 'Using Social Housing Grant to develop PPG3 Sites'
- Cambridgeshire Local Transport Plan ~~2001-2006~~[2004-2011](#)
- 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
- An Assessment of Open Space in Cambridge 1999
- Guidance for Interpretation and Implementation of the Open Space Standards, 2000, 2001 and 2002
- Schedule of open space projects agreed by Cambridge City Council's Community Development and Leisure Committee in January 2002
- City Wide Arboricultural Strategy 2000-2007 approved November 2001
- Cambridge Tourism Strategy 2001-2006
- Public Art Plan 2002
- Provision of public art as part of new development schemes 2002

PLANNING OBLIGATION STRATEGY : REVIEW MARCH 2004

APPENDIX A

LIST OF OPEN SPACE PROJECTS PROPOSED FOR POTENTIAL FUNDING FROM PLANNING OBLIGATION CONTRIBUTIONS 2004/2005 (categorised by type and area of city)

NORTHERN AREA

<u>Category</u>	<u>Project</u>	<u>Approximate capital cost</u>
<u>Formal</u>	<u>All-weather multi-sports surface at St Alban's RG</u>	<u>£50,000</u>
	<u>Non turf cricket wicket/practice nets at Nun Way R.G.</u>	<u>£12,500</u>
	<u>Trim trail, Kings Hedges R.G.</u>	<u>£6,400</u>
<u>Informal</u>	<u>Provide lighting to path, St Albans RG</u>	<u>£8500</u>
	<u>Improve lighting to central path, Arbury Town Park</u>	<u>£8450</u>
	<u>Arbury Road boundary fencing, Arbury Court</u>	<u>£3200</u>
	<u>Community notice board, St Albans RG</u>	<u>£1050</u>
	<u>Reinstate original landscape scheme, cemetery, Histon Rd</u>	<u>£31,800</u>
<u>Play areas</u>	<u>Youth shelter, Arbury Court</u>	<u>£8000</u>
	<u>Youth shelter, Kings Hedges RG</u>	<u>£8000</u>
	<u>Reurbish play area, Ramsden Square play area</u>	<u>£45,000</u>
	<u>Skateboard & play area, Brownsfield Community Centre</u>	<u>£18,000</u>

SOUTHERN AREA

<u>Category</u>	<u>Project</u>	<u>Approximate capital cost</u>
<u>Formal</u>	<u>Install tennis court, Trumpington RG</u>	<u>£25,000</u>
	<u>Outdoor sun terrace, Cherry Hinton Village Centre</u>	<u>£6,700</u>
<u>Informal</u>	<u>Re-pile Snobs Brook, Sheeps Green/Lammas Land</u>	<u>£40,000</u>
	<u>Hard surface to access & car park, Byrons Pool</u>	<u>£6500</u>
	<u>Fishing platforms, Byrons Pool</u>	<u>£6000</u>
<u>Play areas</u>	<u>Refurbish play area at Cherry Hinton RG</u>	<u>£45,000</u>
	<u>Install safety fencing, Cherry Hinton RG</u>	<u>£8000</u>

	<u>Provide under 12s play area, Nightingale Ave RG</u>	<u>£40,000</u>
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EASTERN AREA

<u>Category</u>	<u>Project</u>	<u>Approximate capital costs</u>
<u>Formal</u>	<u>Relay & floodlight all-weather area, Ditton Fields play area</u>	<u>£42,500</u>
	<u>Refurbish outdoor changing rooms, Coldhams common</u>	<u>£250,000 + grant aid</u>
<u>Informal</u>	<u>Bridge from car park to woodland walk, Coldhams Common</u>	<u>£4300</u>
	<u>Soil replacement & resurfacing Ravensworth Gardens POS</u>	<u>£25,000</u>
	<u>Water supply, Fanshawe Road allotments</u>	<u>£5400</u>
	<u>Tree planting, Dudley Road play area</u>	<u>£15,000</u>
	<u>Barnwell West circular trail & bridge installation</u>	<u>£15,000</u>
	<u>Barnwell East pond dipping platform</u>	<u>£7,500</u>
<u>Play areas</u>	<u>Skateboard park, Stourbridge Common</u>	<u>£26,500</u>
	<u>Skateboard park, Coldhams Common</u>	<u>£26,500</u>
	<u>Refurbish childrens play area, Coleridge RG</u>	<u>£70,000</u>
	<u>Skateboard ramp, Fison Rd RG</u>	<u>£20,000</u>
	<u>Refurbish play area & provide fencing, Ditton Fields play area</u>	<u>£35,000</u>

WESTERN AREA

<u>Category</u>	<u>Project</u>	<u>Capital costs</u>
<u>Formal</u>	<u>Half basketball court, Alexandra Gardens</u>	<u>£12,000</u>
	<u>Petanque pitch, Jesus Green</u>	<u>£5000</u>
<u>Informal</u>	<u>Improve refuse area, Christ's Pieces</u>	<u>£21,200</u>
	<u>Demolish public toilets & re-landscape, Alexandra Gardens</u>	<u>£7000</u>
	<u>Renew southern boundary hedge, Alexandra Gardens</u>	<u>£2000</u>
<u>Play areas</u>	<u>Relocate play area, Lammas Land</u>	<u>£80,000</u>
	<u>Youth shelter, Shelley Road play area</u>	<u>£8000</u>
	<u>Refurbish play area, Histon Road RG</u>	<u>£75,000</u>

CITY WIDE PROJECTS

<u>Category</u>	<u>Project</u>	<u>Approximate capital costs</u>
<u>Formal</u>	<u>Second all-weather pitch</u>	<u>£300,000</u>
<u>Informal</u>	<u>Nine Wells bridge & interpretation sign</u>	<u>£20,000</u>
	<u>Local Nature Reserves promotion - pamphlet, promoting website & van logo</u>	<u>£7,500</u>
	<u>Tree trail & planting guide</u>	<u>£6,000</u>
	<u>Assessment of opportunities for creating new woodland & open spaces</u>	<u>£10,000</u>
	<u>Access improvements – Phase 1 of Coton Countryside Reserve</u>	<u>£40,000</u>