

# **Informal Planning Policy Guidance on Foodstore Provision in North West Cambridge**

**March 2011**

**Cambridge City Council & South Cambridgeshire  
District Council**

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# 1 INTRODUCTION

## Scope and Purpose of the Guidance

- 1.1 Large scale development is proposed in the North West (NW) quadrant of Cambridge, at the University Site, NIAB sites and Orchard Park. This Informal Planning Policy Guidance (IPPG) addresses the food shopping needs of the residents of these new developments and existing residents in NW Cambridge.
- 1.2 The sites fall within both Cambridge City Council and South Cambridgeshire District Council (SCDC) boundaries and Figure 1 provides a map showing their location. Development of these sites will result in an additional 7,000 dwellings and 2,000 student units. This equates to a population of approximately 18,000 people<sup>1</sup>. The NIAB sites and Orchard Park site are predominantly housing developments, whereas the University site will also include student accommodation and employment for approximately 4,000 to 5,000 people. A local centre is proposed in each of the three developments.
- 1.3 The amount of housing now proposed is nearly 2,000 dwellings greater than was originally envisaged when Cambridge City Council and South Cambridgeshire District Council were preparing their formal planning policy documents. The Councils have therefore jointly investigated the food retailing need of NW Cambridge further, in order to ensure that both new and existing residents have adequate food retailing facilities available and that there is a coordinated approach across the sites. Cambridgeshire County Council have provided input with regard to transport matters.
- 1.4 This IPPG provides a supplement to retail policies in existing plans – ‘saved’ policies in the Cambridge Local Plan (2006), South Cambridgeshire Local Development Framework (Core Strategy (2007) and Site Specific Policies Development Plan Document (2010)) and the joint North West Cambridge Area Action Plan (2009). The IPPG provides a framework for foodstore development in the North West of Cambridge. It will be a material consideration in determining any planning applications for foodstores or the local centres on the three sites (also see section below on status of the IPPG).

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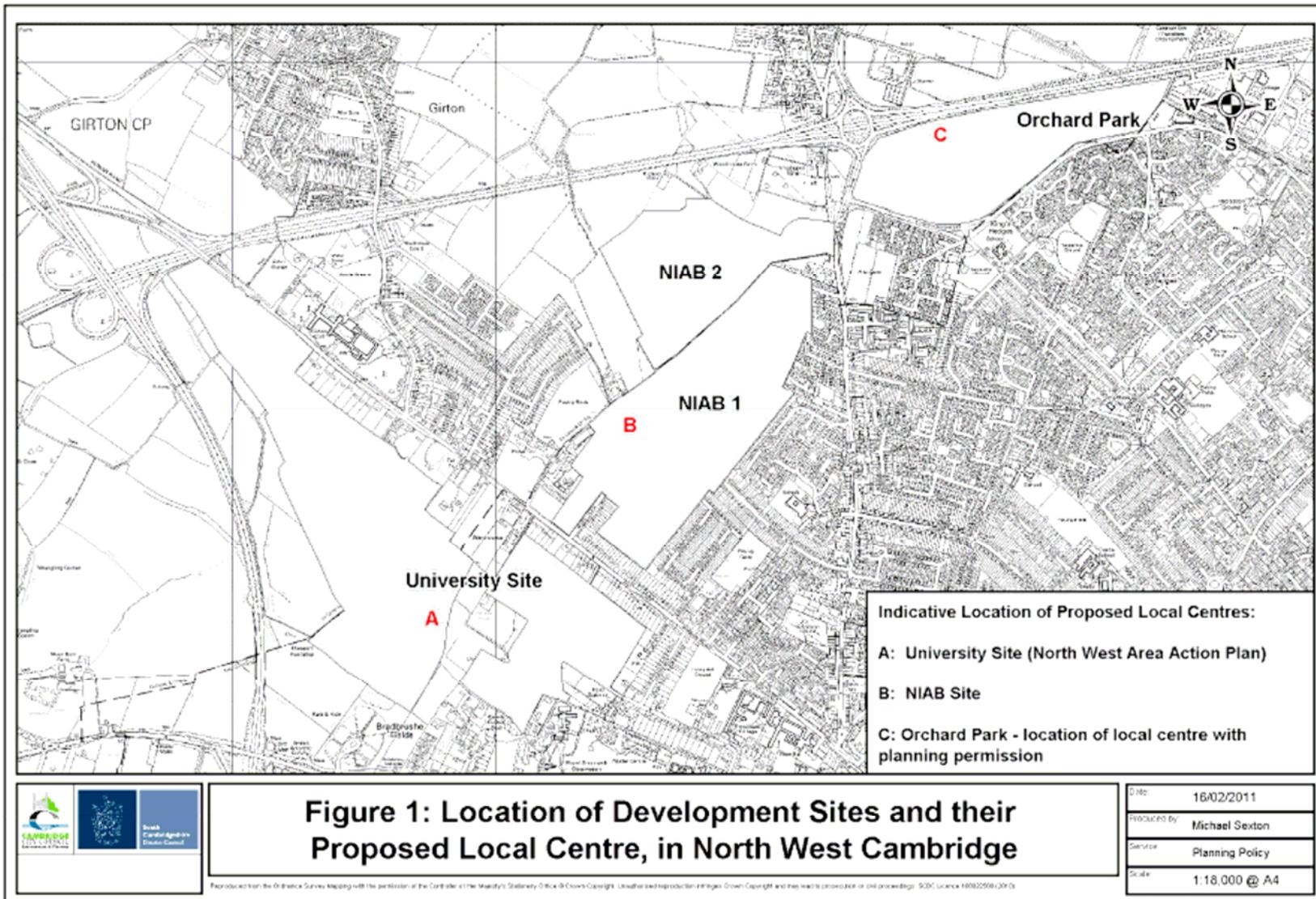
<sup>1</sup> Using a standard multiplier of 2.3 persons per dwelling and 1 person per student unit.

## **Status of the IPPG**

- 1.5 The plan led system would normally require a revised statutory planning policy to be prepared where a new approach to development is proposed. However, in the context of current developer aspirations and the need to increase the overall supply of market and affordable housing in Cambridge, both Councils agreed that the most appropriate policy approach was to develop IPPG and for this to broadly follow the same process to that of developing an SPD (see section below). It is intended that the policy approach in this IPPG is incorporated into the Councils' Local Development Frameworks (LDFs) at the earliest opportunity in order to provide a robust policy to support future retail development in NW Cambridge.

## **Process of Preparation**

- 1.6 In order to give the IPPG as much weight as possible as a material consideration in the determination of planning applications, its preparation has been similar to that for an SPD. A wide and detailed evidence base has been put together. Consultants were commissioned to produce a Supplementary Retail Study (SRS) for North West Cambridge (Nathaniel Lichfield and Partners, June 2010, which is supplementary to the Cambridge Sub-Regional Retail Study, GVA Grimley, 2008), and a Retail Transport Study (Atkins, June 2010). The Councils also carried out additional work in relation to planning and design matters.
- 1.7 The evidence base was used to develop an Options Report, which set out four possible options for foodstore development in North West Cambridge. The Options Report was then subject to public consultation for a six week period, between 6th September and 18th October 2010. The Councils received 172 representations, and these were used to help guide the development of the IPPG.



## 2 CONTEXT

### Sites Covered by the IPPG

2.1 The IPPG covers the three following sites situated in the North West of Cambridge:

**1. The University Site** – land between Madingley Road and Huntingdon Road covered by the North West Cambridge Area Action Plan and owned by the University of Cambridge. The site falls within both the City Council area and SCDC area, crossing the boundary. This will be a distinctive mixed-use development providing a new University quarter. It will provide approximately 3,000 dwellings with a priority on providing for the housing needs of University and College key workers and approximately 2,000 units of student accommodation. There will also be academic facilities and associated research and development, which are expected to create approximately 4,000 to 5,000 jobs. A local centre is proposed at the heart of the development where services and facilities will be provided.

**2. The NIAB Sites** – land between Huntingdon Road and Histon Road. This comprises the NIAB 1 site within the City Council area and the adjoining NIAB 2 site within SCDC. The NIAB 1 site is a new urban extension including housing and community facilities. Outline planning permission, subject to completion of a legal agreement, was granted in July 2010 for 1,593 dwellings and a local centre including 1,200 sq m gross convenience floorspace and a primary school. There is also a full planning permission for 187 homes on the Huntingdon Road frontage, some of which are under construction, giving a total of 1,780 on the site.

NIAB 2, which is to the north west of the NIAB 1 site was recommended for development by Inspectors following the housing shortfall work carried out by SCDC during the examination of the Site Specific Policies DPD, and is allocated in the adopted DPD. This will be a sustainable housing-led urban extension of Cambridge, providing approximately 1,100 dwellings. A secondary school to serve the whole NW quadrant and a primary school will be provided within the development. Retail facilities to serve the development are likely to be provided at the local centre in NIAB 1.

**3. Orchard Park** – a permitted mixed-use development of 900 dwellings with a local centre. The site is entirely within SCDC area. The Inspector's Report for the SCDC Site Specific Policies DPD agreed the change of some of the commercial parcels of land to residential (which would result in approximately 220 additional dwellings), which is provided for in the Site Specific Policies DPD. This gives a total of 1,120 dwellings of which over half are now completed. Reserved matters were approved in August 2009 for shop units in a local centre at Orchard Park adjacent to the A14, totalling

1,523 sq m gross retail floorspace (958 sq m gross for the core convenience unit). At the time of preparing this IPPG, the permission has not yet been implemented.

## **Planning Policy Context**

### ***National***

- 2.2 Planning Policy Statement 4 (PPS4): Planning for Sustainable Economic Growth (2009) sets out national policies in relation to retail development. The focus for retail development is within town, district and local centres. The PPS also aims to deliver more sustainable patterns of development, reduce the need to travel, especially by car, and respond to climate change.
- 2.3 PPS4 sets out the information that should be included within the evidence base in order to plan positively. The North West Cambridge Supplementary Retail Study was prepared taking into account the requirements of PPS4 and the advice in the accompanying Practice Guidance on Need, Impact and the Sequential Approach (2009). It looked at both quantitative and qualitative need and considered the impact on other centres.
- 2.4 PPS4 provides definitions of retail terms (in Appendix 4). Supermarkets are defined as self-service stores selling mainly food, with a trading floorspace of less than 2,500 square metres, often with car parking. A local centre is defined as including a range of small shops of a local nature, serving a small catchment. A typical local centre might include amongst other shops a small supermarket, a newsagent, a sub-post office and a pharmacy. Other facilities could include a hot-food takeaway and launderette. See also the glossary of this IPPG for additional retail terms.

### ***Regional***

- 2.5 The Coalition Government plan to abolish Regional Spatial Strategies (RSS) through the Localism Bill. The East of England Plan currently still remains part of the development plan for Cambridge and South Cambridgeshire. However, there are no policies of direct relevance to this IPPG.

### ***Local***

- 2.6 Existing retail policy is set out in the following adopted plans:
  - Cambridge Local Plan (2006) (policies saved in July 2009) - Policy 9/3 (Development in the Urban Extensions) and Policy 9/8 (Land between Huntingdon Road and Histon Road) in relation to the NIAB site. Policy 6/8(d) supports convenience shopping in the new urban extensions;

- South Cambridgeshire Local Development Framework – Core Strategy (2007), Development Control Policies DPD (2007) – Policy SF/2 in relation to applications for new retail development, and Site Specific Policies DPD (2010) – Policies SP/1 in relation to Orchard Park and SP/2 in relation to NIAB 2;
  - North West Cambridge Area Action Plan (2009), which covers the University Site – Policy NW21 in relation to the local centre. This is a joint Area Action Plan (AAP) prepared by Cambridge City Council and SCDC.
- 2.7 The principle of a local centre at the University Site is established by policy NW21 of the NW AAP. The location of the local centre at the heart of the development will assist in bringing together the two parts of the development and encouraging the creation of a cohesive community either side of the strategic central open space. The AAP anticipates that the local centre will provide for:
- Primary schools and pre-school care;
  - An appropriate level of local shopping and services;
  - Library, life-long learning centre and information access point;
  - Flexible community meeting rooms and spaces adjacent to the primary schools;
  - Provision for emergency services;
  - Play areas for children;
  - Neighbourhood recycling point;
  - Healthcare provision.
- 2.8 The glossary to the AAP indicates that an appropriate level of shopping and services in a local centre would include a small supermarket and other units accommodating uses such as newsagents, post-office, pharmacy, hairdresser and other small local shops.
- 2.9 The proposed local centre at the NIAB 1 site is not set out explicitly in the 'saved' policies of the Cambridge Local Plan. However, Policy 9/8 of the Local Plan, which relates to the NIAB 1 site, land between Huntingdon Road and Histon Road, refers to 'complementary mixed uses including 1.5 hectares for a primary school'. In addition Policy 9/3(j) sets out the requirement for the urban extensions to include 'a mix of uses in Classes A1 to A5...catering only for local needs' and Policy 6/8(d) supports convenience shopping as part of the urban extensions. The current outline application, approved subject to the signing of the legal agreement, includes a local centre with 1,200 sq m gross convenience floorspace, and a further 600 sq.m gross floorspace for 6 smaller units with a mix of A1, A2, A3, A4 and A5 uses. One of these units will comprise a community cafe with community meeting space. Also located in the local centre will be a library, health facility, and neighbourhood recycling facility. A primary school, children's centre, Neighbourhood Equipped Area for Play (NEAP), enhanced sports pavilion and public open space will be adjacent to the local centre. Policy SP/2 of the South Cambridgeshire Site Specific Policies

DPD for the NIAB 2 site requires local shopping facilities and provides for these to be through a larger local centre in the NIAB 1 site if this is found to be the most appropriate location. As the retail provision to serve both of these centres has not gained full planning approval yet, they are regarded as pipeline developments.

- 2.10 Reserved matters were approved in August 2009 for shop units in a local centre at Orchard Park, and this is therefore regarded as a commitment. The planning permission includes 1,523 sq m gross retail floorspace (958 sq m gross for the core convenience unit, 282 sq m gross additional A1 floorspace and 282 sq m gross floorspace in Class A2 to A5 uses). This permission had not been implemented at the time of writing and discussions are taking place between the developers and SCDC on a possible revised proposal. Any such proposals will be considered in the context of this IPPG.
- 2.11 The emerging Cambridge City Council Core Strategy (Cambridge Development Strategy: Issues and Options Report, June 2007) sets out a hierarchy of centres at Policy Option 26. This identifies that other than Cambridge East, which would have a large District Centre, all of the other urban extensions would have local centres.

### **Need for Revised Approach to Foodstore Provision in North West Cambridge**

- 2.12 The current adopted planning policy context for North West Cambridge does not provide for any main foodstores of a size and therefore range of goods to enable a full weekly shop. The local centres proposed were intended to accommodate small supermarkets catering for local needs. Whilst the size of a small supermarket is not defined in policy, PPS4 states that the upper limit for a supermarket is 2,500 sq m net retail floorspace and a small supermarket would logically be considerably smaller.
- 2.13 The Supplementary Retail Study identified a qualitative need for main foodstore provision in NW Cambridge as there are no existing stores of this size within the North and West of Cambridge, which results in low levels of retained convenience expenditure within the primary catchment area of only 16%. In addition the proposed pipeline convenience floorspace levels for the centres, 1,625 sq m net at the University site, 1,170 sq m net at NIAB and 958 sq m gross at Orchard Park would not be large enough to meet the main food shopping needs of the existing or future residents of NW Cambridge, thus exacerbating the problem of expenditure leakage and unsustainable travel. Larger format stores than the pipeline proposals would assist in retaining expenditure and clawing back expenditure from residents currently travelling to shop at destinations further away, mainly by private car.
- 2.14 Having identified a qualitative need for main foodstore provision in NW Cambridge, the SRS also looked at quantitative need in order to

identify the appropriate level of additional convenience floorspace taking into account the committed and pipeline developments and looking at different scenarios of market share retention. Different foodstore options were identified to address the qualitative and quantitative need (either one superstore of 3,500 sq m net or two supermarkets of 2,000 sq m net, and the pipeline developments at the other sites), and these were the subject of public consultation.

- 2.15 The Transport Study assessed the total amounts of carbon emissions, travel distances and travel times for the 'planned development only' baseline option and the six options for additional retail in NW Cambridge, based upon the combinations of one superstore or two supermarkets on the three sites. It found no overwhelmingly clear 'winner' in terms of transport, although one supermarket on the University site and one on the NIAB site came out slightly better than the other options. However, compared to the 'planned development only', all of the six tests would result in less than 1% change in carbon emissions, travel distances and travel times. The study recognised that the further customers travel to shop, the more likely trips will be made by car. Therefore supermarkets, which have smaller catchment areas than superstores, present opportunities for non-car travel.
- 2.16 Given the change in circumstances and the evidence provided by the retail and transport studies, the Councils recognise the need for this IPPG to effectively coordinate retail development within the NW quadrant of Cambridge and provide more detailed guidance than current planning policies.

### **3 RETAIL OBJECTIVES FOR NORTH WEST CAMBRIDGE**

- 3.1 Taking into account the existing policy context for the North West of Cambridge, the following retail objectives have been developed for NW Cambridge:
- a. To create sustainable communities with an appropriate provision of shopping and services in appropriate locations, to serve the needs of the new and existing population, and reduce the need and distance to travel to access shopping and services, particularly by car.
  - b. To support a mix of uses within the centres in order to create vibrant centres which are a hub for the community.
  - c. To secure high quality of design in centres to reinforce the vitality and viability of the centre, and ensure that they integrate well with the surrounding development.
  - d. To secure a high degree of sustainable design and construction for retail units, consistent with BREEAM 'Excellent' standards or an equivalent if BREEAM is replaced, in order to make the best use of

energy and other natural resources and minimise carbon dioxide emissions.

- e. To maximise the opportunities for walking, cycling and public transport use to access the centres by carefully considering the location and accessibility of each centre.

## **4 DEVELOPMENT PRINCIPLES**

- 4.1 This section of the IPPG sets out the development principles for foodstore development in North West Cambridge. Developers should follow these principles in any planning applications for a foodstore or local centre at these sites.

### **Size of Foodstores in North West Cambridge**

- 4.2 The strategy for foodstore provision in NW Cambridge is:
  - One medium sized supermarket of 2,000 sq m net floorspace in the local centre at the University site;
  - One medium sized supermarket of 2,000 sq m net floorspace in the local centre at the NIAB site; and
  - One small supermarket in the local centre at Orchard Park.
- 4.3 This would provide two medium sized supermarkets where residents would be able to carry out a main weekly food shop, which would help to reduce the number of unsustainable car journeys to foodstores outside NW Cambridge. Having two supermarkets, each within the centre of the two larger new communities would maximise the number of residents living close to one of the stores, which would help to encourage trips by sustainable modes of transport such as walking and cycling. The stores would not be so large that they would over dominate and prevent the development of other smaller shops and services in the local centres, which is an important factor in creating a vibrant and viable centre. Residents would have the additional choice of two different foodstore operators. Residents of Orchard Park would have access to a small supermarket catering for day-to-day needs, but would also be in close proximity to the stores at NIAB and the University site and the existing Tesco store in Milton.

### **Size of Centres in North West Cambridge**

- 4.4 It is proposed that local centres are provided at each of the three development sites. This is consistent with current policy. The medium sized stores proposed at the University site and the NIAB site are larger than was originally envisaged. The definition of a local centre in PPS4, and the plans for some of the developments in NW Cambridge, include a small supermarket only. However, at 2,000 sq m net floorspace, the medium sized supermarkets proposed would be below the upper threshold of a supermarket identified in PPS4 of 2,500 sq m. It is therefore considered that whilst their function as main foodstores

would not be typical of a local centre, they would still be of a size that would be broadly appropriate in the proposed local centres, particularly given the large scale of the new communities they are to serve.

- 4.5 A range of small shops and other services providing for day to day needs, will also be found at the local centres (see section on 'vibrant local centres' below). Conditions will be applied limiting the size of the small shop units so that they can not merge with adjoining units without planning permission. This is to help maintain small scale shopping in the local centres and to prevent the units from being subsumed within the supermarket or the merging of units to create fewer larger shops.

### **Proportion of Convenience / Comparison Floorspace in the Foodstores**

- 4.6 The majority of the floorspace within the three foodstores should be for the sale of convenience goods (food and everyday essential items). This should be in the order of 90 - 95% of the net sales area for convenience sales and therefore only 5 - 10% for non-food sales (comparison goods). This is on the basis that the sale of comparison goods, such as books, clothing, toys, and electrical items, should be from Cambridge City Centre and that a local centre is catering for day to day needs. In addition, if there were a high proportion of comparison goods it would reduce the range of food products available at the foodstores. The medium sized supermarkets will not be able to compete fully with the existing superstores situated in and around Cambridge, which are considerably larger. However on average about 30% of the sales area in superstores is for the sale of comparison goods. Therefore by ensuring that the majority of the sales area would be for the sale of food, the medium sized supermarkets would be able to stock an adequate range of goods which would allow people to be able to carry out a main weekly food shop.
- 4.7 The size of stores proposed means that it is unlikely that retailers would seek to have very much comparison floorspace, particularly in the small supermarket at Orchard Park. However at the planning application stage it is likely that conditions or a legal agreement will be used to ensure that the primary use of the supermarket buildings is for the retail sale of convenience goods. This will also prevent any change of use to a different form of retailing, without a planning application being submitted.

### **Vibrant Local Centres**

- 4.8 The Councils want to create vibrant and viable new local centres at the heart of the three new communities in NW Cambridge, and the foodstores will be an important component in the creation of such centres. Further design guidance relating to the successful integration of foodstores into the local centres is provided in the Design section below. Developers should consider carefully the mix of uses within the

local centres. In all three sites the foodstores will be the anchor store within the local centre, but this attraction will also encourage linked trips to other services and facilities serving local needs. Other units could be within Use Classes A1 to A5 (see glossary), provided they do not cause nuisance to local residents.

- 4.9 At the planning application stage the Councils will give further consideration as to whether conditions should be attached to the foodstores, particularly the two medium supermarkets, to limit the services they provide, such as a pharmacy or café, if this is considered the most effective means of securing delivery of a range of local shops in the local centre. However, the Councils will also be mindful of the risk of key facilities not being provided in the local centre if such a condition is applied.
- 4.10 At the University site and NIAB site existing policy documents and the outline planning permission for the NIAB site, include community facilities within or adjacent to the local centres. This will help to strengthen the local centres and make them a hub for the new communities.
- 4.11 The Councils will work with developers to explore the possibility of designing space within the local centres for temporary markets which could sell local food produce. Local residents have indicated the importance they place on being able to access locally grown food, such as through farmer's markets. If the local centre is designed with a central square this could be used for the setting up of market space on a temporary basis. Alternatively, land associated with the community facilities proposed either within or adjacent to the local centres could be used when these facilities are not in use, for example the use of the primary school car park at the weekend. Although, outside the control of the Councils, the use of local and sustainably sourced food by the supermarkets would be welcomed. Farm shops or shops selling organic produce, may also find opportunities to occupy one of the smaller units within the local centre if there is a market for this type of produce.

## **Transport**

- 4.12 Existing planning policies covering the three sites are clear that development should be well served and easily accessible by public transport, walking and cycling. The local centres, with their associated foodstore, should be well connected into and located at the centre of the local public transport, walking and cycling network. This will make it as easy as possible for people to be able to access these modes of transport. A local centre, which is a focus for shopping and other services and facilities, will enable linked trips to take place. The size of foodstores proposed in this guidance will allow people to carry out a main food shop in close proximity to their homes and should reduce the

current unsustainable outflow of shoppers to other destinations, primarily using their car.

- 4.13 To encourage people to use their bikes to carry out their food shopping, developers or retail operators should provide bike trailers at the medium sized supermarkets on the NIAB site and the University site. A successful bike trailer scheme is in use at the Waitrose store in Trumpington, where shoppers can hire the trailers so that they can carry out a main food shopping trip which might otherwise have been carried out by car. Similar schemes are recommended in North West Cambridge and could form part of the Travel Plans for the supermarket developments.
- 4.14 The car parking and cycle parking standards in the Cambridge Local Plan and the North West Area Action Plan are identical and should be used for the NIAB and University developments. The planning permission for the local centre at Orchard Park includes car parking for the retail shops and offices above. Any alternative proposals for this site will be considered against the South Cambridgeshire Development Control Policies Development Plan Document parking policies. The car parking standards in all these plans are maximum standards. The Government removed the requirement to set maximum parking standards by amending Planning Policy Guidance Note 13: Transport (PPG13) in January 2011. The Councils would not want a higher level of parking than the standards set out in these plans. This level of car parking or less would be appropriate given that the local centres and foodstores are intended to serve the local population by sustainable modes of transport and the Councils would not want to attract a large amount of car travel to these locations. Shared use parking for the foodstore and the local centre shops and facilities is encouraged in order to minimise provision.
- 4.15 Developers will be required to submit a Transport Assessment and Travel Plan alongside planning applications for the medium sized supermarkets at the NIAB and University sites.

### **Design Quality**

- 4.16 In addition to an appropriate mix of uses within the local centres, it is essential that they are designed in a way that creates a high quality environment which will be the focus for the new communities. The Councils will work with developers to ensure that the foodstores, particularly the medium sized supermarkets proposed at the University and NIAB sites, are integrated well within the local centre. Notwithstanding the existing planning permission for the local centre at Orchard Park, a similar ambition is held for this site and the integration of the small supermarket into the local centre.

4.17 The design principles that should be followed for the development of local centres incorporating a foodstore in NW Cambridge are set out below:

Design requirements for the local centres:

- To create a vital local centre with a range of retail and other local centre uses.
- To carefully consider how these uses are located within the local centre to create activity generators that will help to enliven the streets. Other local centre uses could be located either on the frontage of the foodstore or opposite the store to create a sense of place and encourage movement between uses (See Figure 2).
- Ensure active frontages onto the street/public realm.
- Provide surveillance and activity.
- Consider the nature and quality of the space the building faces.
- Ensure good circulation space with high quality pedestrian and cycle routes.
- Use of landscaping and planting to reduce visual impact and improve the public realm.
- Design for future adaptability and change with the incorporation of flexible building forms that will allow uses to develop over time. It is unlikely that a local centre will be able to support the full range of shops and services from the outset.

4.18 The Councils are seeking to avoid monolithic 'big box' developments, which are often stand-alone, with exposed 'dead' frontages, as they create particular problems in the creation of active and attractive streets. Inefficient layouts, which are vehicle dominated with large surface car parks, limit the chance for the successful integration of foodstores into the local centres. Crucially, the Councils want a high quality of design and to avoid 'anywhere' developments.

4.19 Design requirements for the foodstores:

- 'Wrap and cap' with other uses – foodstores can be designed to become more compatible with smaller scale buildings in the local centre by mixing horizontally and/or vertically with other uses, which may involve:
  - 'wrapping' the perimeter on the street faces with smaller units e.g. small shops, residential or other local centre uses, creating narrower frontages to the foodstore between other uses and providing an entrance to the main foodstore behind so that the foodstore is well integrated into the street (see Figure 3);
  - 'capping' the store with additional floors of mixed use development above, such as residential or community facilities;
  - incorporating a well designed façade for rooftop parking if appropriate.
- Avoid blank walls, particularly onto the public realm.

- ‘Externalise’ uses within the foodstore such as a dry-cleaners or café. These units should be designed so that the community can use these separately from the foodstore. A café will add activity to a frontage enlivening the street. (see Figure 4).
- Minimise car-parking footprint e.g. multi-storey, sharing car parking with other uses to avoid over provision to take advantage of linked trips. Break up car parking within and around the foodstore / local centre.
- Provide high quality car parking and cycle parking areas with appropriate lighting, landscaping, and high quality surface materials.
- Minimise the site area taken up by the foodstore and other uses through efficient building footprints.
- Avoid creating unused spaces and unnecessarily long pedestrian walking distances between uses.
- Provide discrete and well integrated servicing for foodstores in appropriate locations away from the main frontage. Other uses could be serviced from the street. Servicing locations should cause minimal disruption to local residents.

4.20 Developers of the local centres, including the supermarket operators, should discuss proposals with the Councils at the earliest opportunity, involving all relevant parties to help in the creation of an integrated design solution. Discussions should show how the foodstore will fit with other uses in the local centre so that the Council can effectively assess how the centre is developing as a whole.

**Figure 2: Diagram showing supermarket as part of a public square surrounded by mixed use developments**

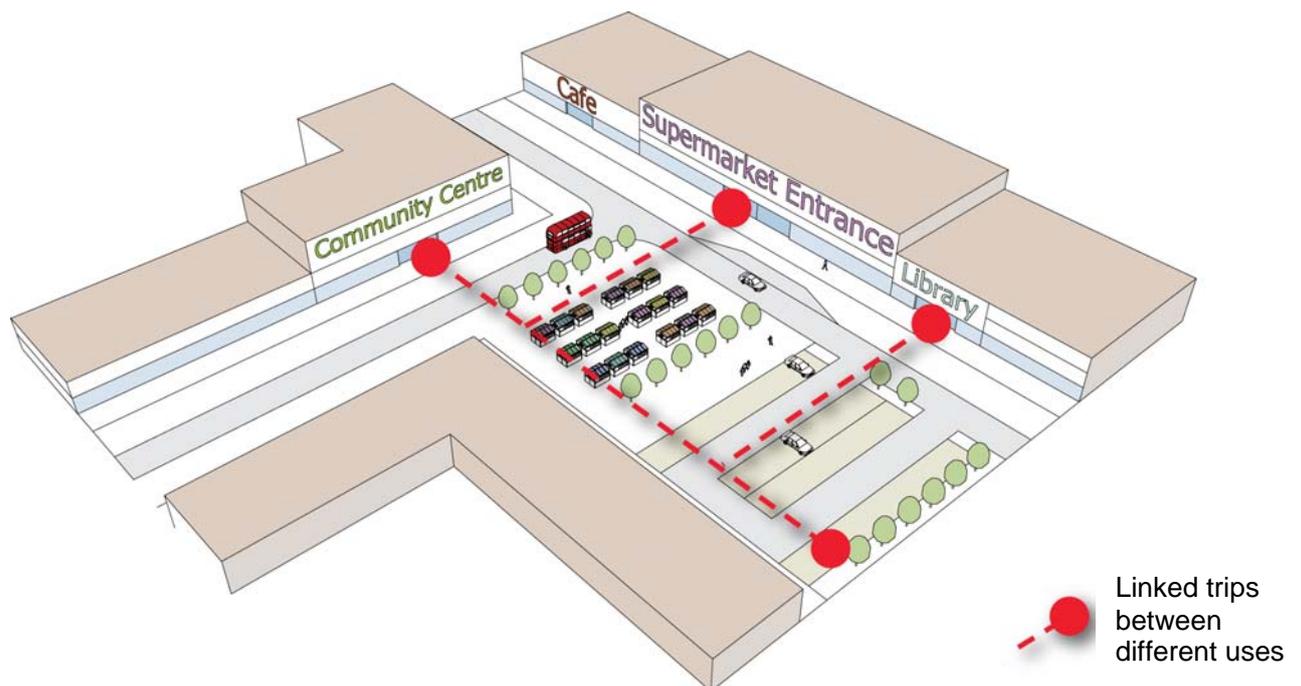
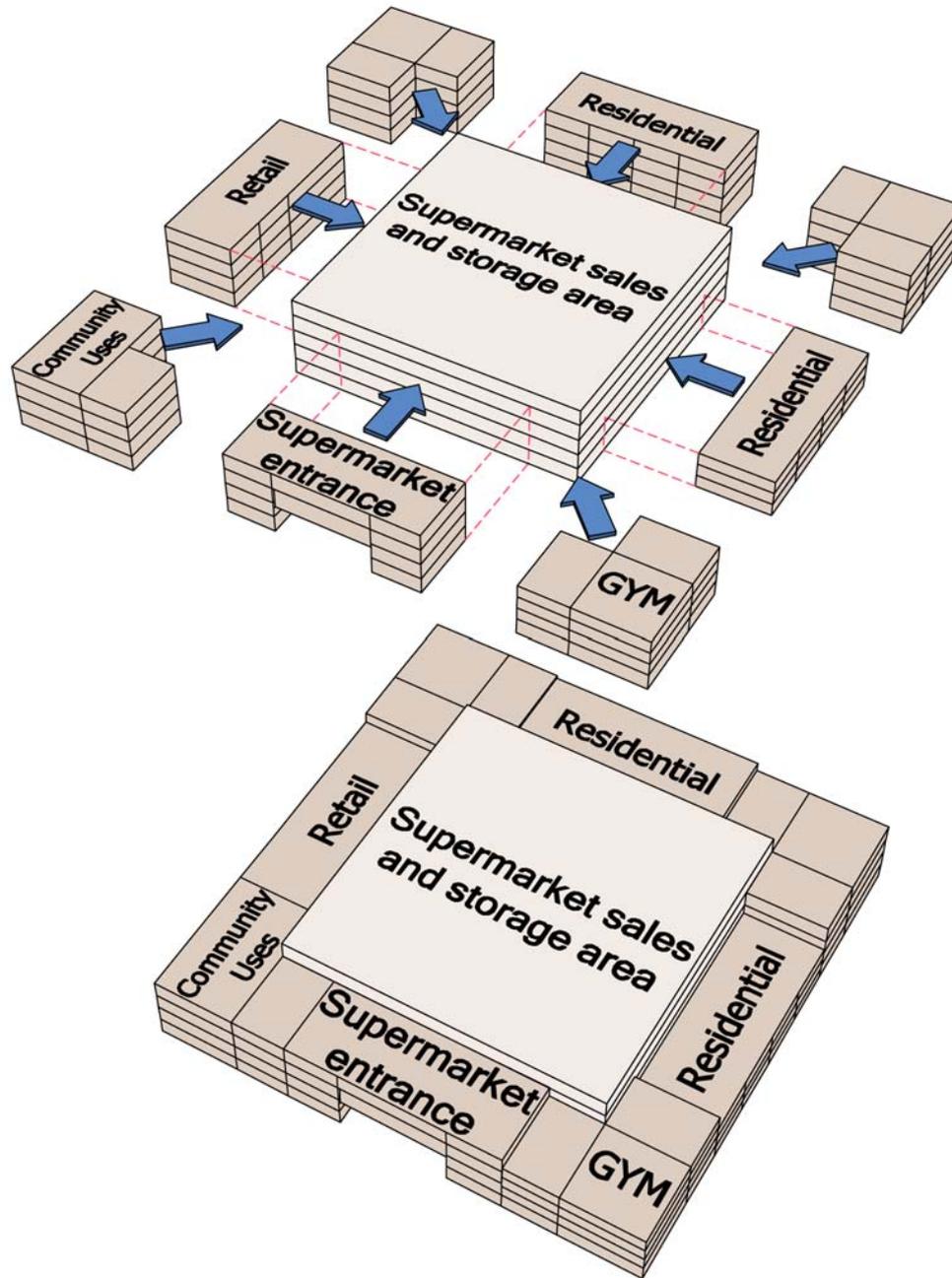
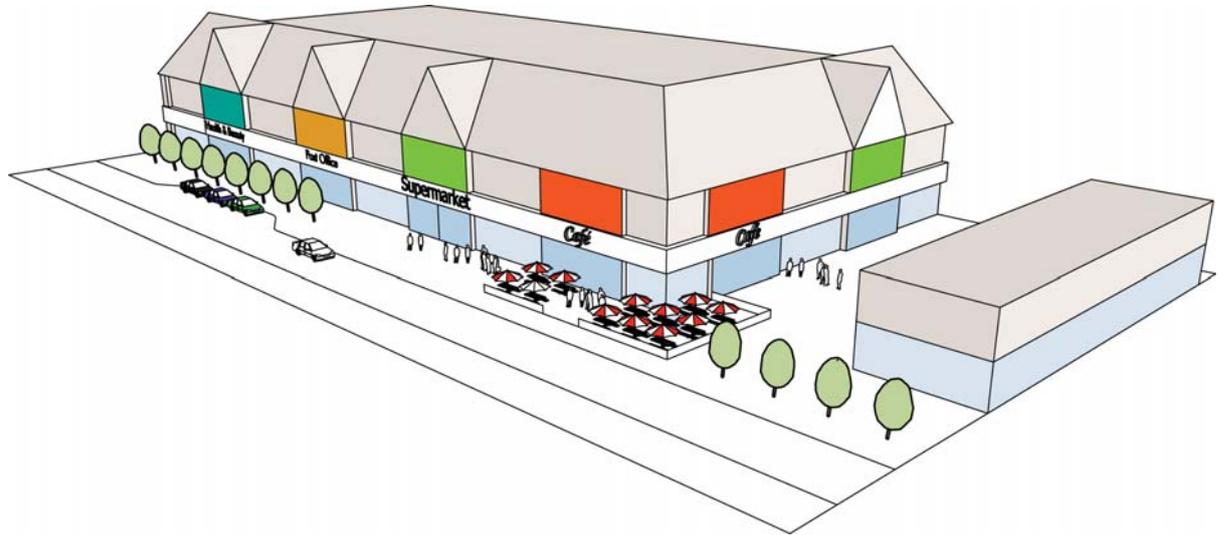


Figure 3: Diagram showing 'wrapping' of supermarket with other uses



**Figure 4: Diagram showing supermarket with external café use**



### **Sustainable Design and Construction**

- 4.21 Both Councils are committed to tackling climate change and delivering low carbon sustainable developments. Developers should consider sustainable design and construction at an early stage in the design of the local centre and foodstores and this should also be discussed with the Councils at the design meetings suggested above.
- 4.22 With respect to the University development, Clause 3 of Policy NW24 of the Area Action Plan: Climate Change and Sustainable Design and Construction, relates to non-residential development and would therefore apply to foodstore development. This policy requires that BREEAM (the Building Research Establishment's Environmental Assessment Method) 'Excellent' standards should be achieved. Ongoing discussions with the University have determined that the short term energy strategy for the site will be based on the use of a low carbon decentralised energy system. As such, non-residential development will also need to reduce predicted carbon emissions by at least 20% through the use of on-site renewable energy technologies. The University are looking at the potential for a renewably fuelled decentralised energy system in the longer term.
- 4.23 In relation to the NIAB site and Orchard Park, both Cambridge City and South Cambridgeshire District Councils have adopted policies requiring development over 1,000 sq m to ensure that at least 10% of their predicted energy requirements are met through the inclusion of on-site

renewable energy (Policy 8/16 of the Cambridge Local Plan, and Policy NE/3 of SCDC's Development Control Policies DPD). The role that energy efficiency can play in reducing carbon emissions is recognised in Policy NE/1 of the South Cambridgeshire Development Control Policies DPD, which requires applicants to demonstrate how their proposals will maximise the incorporation of energy conservation and efficiency measures, aiming for a minimum 10% reduction in CO<sub>2</sub>/m<sup>2</sup>/year compared to Part L 2006.

- 4.24 Research into foodstores using best practice sustainable design and construction techniques shows that some of the common techniques that have been used, and which might be suitable in NW Cambridge, are:
- Use of sustainably sourced timber frame construction
  - Utilisation of rainwater harvesting
  - Maximising natural day lighting using solar pipes and roof lights
  - Use of energy efficient refrigeration systems, using natural refrigerants with lower global warming potential where possible
  - Use of LED lighting
  - Mix of renewable and low carbon technologies
  - Maximise recycling of construction waste
  - Use of passive/natural ventilation
  - Green roofs
- 4.25 These and any other suitable technologies should be considered by the developers of the foodstores and the other units in the local centres in NW Cambridge, and where they are not used, a rationale for not doing so should be provided. There is a strong link between the overall design of the stores and which technologies will be suitable, for example some of the wrap and cap options could impact on the ability of a store to maximise day lighting. Consideration should also be given to the role of supermarkets within local energy networks such as district heating or cooling networks. Therefore developers should consider sustainable design and construction early in the overall design process.
- 4.26 The levels of sustainable design and construction being sought by the Councils is as follows:
- University site - developers will need to comply with Policy NW24 of the Area Action Plan, which requires that any non-residential development is required to meet BREEAM 'Excellent' (with a further requirement for 20% renewables where a renewably fuelled decentralised technology is not viable). Clause 3f) of the policy also requires non-residential uses to reduce potable water consumption through the use of water conservation measures such as grey water recycling and/or rainwater harvesting and the installation of water saving devices.

- Other sites (NIAB, Orchard Park) - the Councils would encourage developers to achieve BREEAM 'Excellent' on all other retail development in the North West quadrant. Consideration will need to be given to meeting these standards from the earliest possible opportunity in the design and building procurement process in order that the standards sought can be achieved without a significant impact on costs. Policy requires that foodstores over 1,000 sq m would also have to provide at least 10% of the stores predicted energy requirements from on-site renewables. Consideration should also be given to future-proofing stores to ensure that they, at the very least, meet the forthcoming changes to Part L Building Regulations. Measures to reduce potable water consumption within foodstores should also be incorporated.

## **Phasing**

- 4.27 The medium supermarkets and local centres at the University site and NIAB site should be delivered in the early phases of these developments. Early delivery of the foodstores will have the benefit of anchoring the local centre in the early stages and creating linked trips to other shops and community facilities. There will be a centre for activity on the site in the early stages, which will be important for the successful development of the new communities. Early delivery will mean that new residents will have somewhere easily accessible to shop when they move in, helping to prevent residents from establishing unsustainable shopping patterns involving travelling elsewhere by car for their food shopping.
- 4.28 Through the early phasing of the foodstores and local centres in each development, the Councils will expect developers to deliver supporting infrastructure and community facilities early in the creation of the new communities. This will be secured by legal agreement at the planning application stage.
- 4.29 The situation at Orchard Park is slightly different in that a significant proportion of the development is already complete, with residents occupying over half of the dwellings. A key objective for this development was early delivery of the local centre and SCDC is disappointed that despite best efforts it has yet to be delivered. There is planning permission for a local centre including a small supermarket, and significant local desire to see the local centre provided as soon as possible. The Councils would also like to see the local centre delivered as soon as possible, to provide residents with essential day to day shopping facilities within easy walking and cycling distance.

## GLOSSARY

**Comparison shopping** – comparison retailing is the provision of items not obtained on a frequent basis. These include clothing, footwear, household and recreational goods.

**Convenience shopping** – convenience retailing is the provision of everyday essential items, including food, drinks, newspapers/magazines, tobacco, confectionary and non-durable household goods.

**District Centres** - will usually comprise groups of shops often containing at least one supermarket or superstore, and a range of non-retail services, such as banks, building societies and restaurants, as well as local public facilities such as a library.

**Gross floorspace** – this is the total floor area within the retail building, including areas not accessible to the public such as staff rooms, storage areas etc

**Local Centres** - include a range of small shops of a local nature, serving a small catchment. Typically, local centres might include, amongst other shops, a small supermarket, a newsagent, a sub-post office and a pharmacy. Other facilities could include a hot-food takeaway and laundrette.

**Net convenience floorspace** – this is the part of the sales area where food, drink, newspapers/magazines and non-durable household goods such as toiletries, cleaning products etc are sold.

**Net floorspace** – this is the sales area within the shop (ie all internal areas accessible to the customer). It includes the part of the sales floor where convenience goods are sold and also where non-food items (comparison goods) are sold such as clothes, shoes, books, toys, large electrical appliances etc. According to the Government's PPS4 Practice Guidance 'Planning for Town Centres' the majority of major foodstore operators exclude checkouts, lobbies, concessions, restaurants, customer toilets and walkways behind the checkouts from the net floorspace.

**Qualitative need** – measured by the quality of something rather than its quantity. In retail terms this includes a need based on more subjective measures such as ensuring consumer choice and having an appropriate distribution of facilities by identifying 'gaps' or deficiencies in existing provision. Evidence of congestion and overcrowding is also a measure of qualitative need.

**Quantitative need** – measured by the quantity of something rather than its quality. In retail terms this is usually measured as the capacity for further spending, which is the balance between the amount of money spent in existing shops and the available amount of money in a given area. This capacity or 'quantitative need' can arise as a result of a forecast increase in spending by the population or through population growth. There could also be

an imbalance between existing shops and the current level of expenditure available in an area.

**Supermarkets** - Self-service stores selling mainly food, with a trading floorspace (net floorspace) less than 2,500 square metres, often with car parking.

**Superstores** - Self-service stores selling mainly food, or food and non-food goods, usually with more than 2,500 square metres trading floorspace (net floorspace), with supporting car parking.

**Use Classes** - The Town and Country Planning (Use Classes) Order 1987 (as amended 2005) established Use Classes, which is a system of categories of different types of uses.

**Use Class A1** - Shops where the sale, display or service is to visiting members of the public (shops, hairdressers).

**Use Class A2** - Financial and professional services where the services are provided principally to visiting members of the public (banks, estate agents).

**Use Class A3** - Restaurants & cafés - places where the primary purpose is the sale and consumption of food and light refreshment on the premises.

**Use Class A4** - Public houses, wine bars or other drinking establishments - premises where the primary purpose is the sale and consumption of alcoholic drinks on the premises.

**Use Class A5** - Take-aways - premises where the primary purpose is the sale of hot food to take-away.

## **EVIDENCE BASE & DEVELOPMENT OF IPPG**

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## **BACKGROUND DOCUMENTS**

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Core Strategy Development Plan Document, South Cambridgeshire District Council, 2007

Development Control Policies Development Plan Document, South Cambridgeshire District Council, 2007

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