

# North East Cambridge Area Action Plan

## Commercial Advice & Relocation Strategy

**South Cambridgeshire District Council and Cambridge City Council**

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Prepared by

GL Hearn  
65 Gresham Street  
London EC2V 7NQ

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This document must only be treated as a draft unless it has been signed by the Originators and approved by a Business or Associate Director.

DATE	ORIGINATOR	APPROVED
7 <sup>th</sup> December 2021	Jonathan Harris	Ian Woodward

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For the avoidance of doubt, information contained in the paper relating to discussions with stakeholders and property costs is considered confidential and commercially sensitive. Property Cost estimates are considered indicative only at this stage.

## **1. Executive Summary**

- 1.1 North East Cambridge Area Action Plan (NEC) is a major brownfield development opportunity on the edge of Cambridge. Cambridge City Council (CCC) and South Cambridgeshire District Council (SCDC) are working together to prepare an Area Action Plan (AAP) to provide planning policy to support redevelopment of a mixed-use scheme providing 8,350 new homes and employment and town centre uses. The AAP is a long-term project and will be delivered over the Plan period (2041) and beyond.
- 1.2 Cambridge has a shrinking supply of industrial floorspace and in recent years has seen industrial uses pushed outwards to the edge of the city and to South Cambridgeshire, driven by competition for land from other uses, particularly housing and office/R&D commercial space.
- 1.3 The AAP recognises the emerging mixed-use vision will impact the industrial businesses currently on site. To mitigate the impact, Policy 12b ensures no net loss of the amount of industrial (B2 and B8) floorspace that currently exists in the area. This seeks to ensure the NEC area remains an important location for both existing industrial uses as well as future new occupiers.
- 1.4 An assessment of the existing level of industrial floorspace indicates that 11,739 m<sup>2</sup> of B2 (General industrial) floorspace and 11,423 m<sup>2</sup> of B8 (Storage or distribution) floorspace would need to be maintained or re-provided to meet the requirements of Policy 12b. This floorspace is currently mainly located on Cowley Road Industrial Estate and Nuffield Road Industrial Estate.
- 1.5 The potential capacity of the new Industrial Development Areas identified in the NEC AAP Spatial Framework to accommodate the quantum of existing industrial floorspace has been assessed. These new areas are currently

known as Cowley Road Industrial Estate and the northern area of Chesterton Sidings, Whilst the type of industrial floorspace re-provided will be quite different to the existing floorspace, the plot ratios suggest some flexibility to accommodate different requirements once known.

- 1.6 This is a reasonable approach at this plan-making stage which includes viability testing of a higher plot ratio than on-site currently. However, further feasibility work may be appropriate at the development stage to inform appropriate site design, layout, and building configuration to ensure these are capable of meeting future occupier needs
- 1.7 This transition will be a long-term process, delivered over the AAP plan period. This is likely to mean many existing businesses will remain unaffected for some years to come. However, it is also probable that some businesses will be unable to adapt and eventually be displaced elsewhere. This is likely to particularly impact those who require significant yard space to operate and are unable to adapt to a more intensified layout.
- 1.8 A Relocation Strategy is proposed which seeks to
- Outline interim and longer term solutions for safe-guarded and ring-fenced uses that, in their current position and context, are not compatible with the NEC vision.
  - Examine land assembly options to ensure development is as comprehensive as possible, delivering optimised layouts to accommodate as wide a range of uses and users as possible.
  - Ensure phasing plans consider business relocations, particularly the transfer of business floorspace from Nuffield Road to Cowley Road and Chesterton Sidings.
- 1.9 The Councils in their wider roles as corporate bodies can supplement their planning role with additional assistance to help businesses relocate where

necessary. Support should focus on two areas:

- Helping to identify relocation premises, both on and off-site
- Minimising the costs of disruption

1.10 The importance of maintaining engagement with businesses as well as the flow of information and the potential role of the Councils in coordinating activity should be aligned with the development, adoption and implementation of the AAP.

1.11 For further wider context, and how this element of the report fits within the overall vision for NEC, please refer to North East Cambridge Area Action Plan Regulation 19 submission, November 2021.

## 2. Introduction

### North East Cambridge Area Action Plan

#### Plan 1: Wider Context of NEC AAP



- 2.1 The North East Cambridge Area Action Plan, highlighted on the plan above, lies to the north east of Cambridge City Centre and covers an area of approximately 182 Ha. The area is immediately south of the A14 and west of the River Cam and is split by Milton Road (A1309). West of Milton Road the AAP area is occupied by Cambridge Science Park and several car dealerships. East of Milton Road, occupation covers a range of businesses and uses including two of Cambridge's key business parks, St. John's Innovation Park and Cambridge Business Park. The majority of the site is presently occupied by the Anglian Water Waste Water Treatment Plant (WWTP), however the NECAAP is predicated on relocation of the WWTP having taken place. Immediately south of the WWTP lie a series of land parcels and it is with these that this paper is primarily concerned. They provide space for a wide range of commercial premises, together forming one of the major industrial areas within Cambridge.

- 2.2 North East Cambridge (NEC) is identified in both the 2018 adopted Local Plans of South Cambridgeshire District Council and Cambridge City Council as an area of major change.
- 2.3 An Area Action Plan (AAP) is being developed to enable the coherent delivery of new homes and employment floorspace in line with innovation district principles. As a major brownfield site on the edge of the City, the AAP seeks to build on the area's existing strengths for business, research and development, and introduce a range of new economic and residential uses. The intensification of use within the Cambridge Science Park has already begun and new development has taken place around Cambridge North Station. There are also a number of planning applications submitted for other sites.
- 2.4 However, the bulk of development within the AAP is dependent on the relocation of the WWTP and the AAP is predicated on this having taken place. This is being promoted by Anglian Water and their development partners via a Development Consent Order (DCO). Submission of the DCO is planned for Summer 2022 with the outcome likely to be known by Autumn 2023. Development within the AAP area is forecast to continue over the next 25 years, throughout and beyond the current Local Plans.
- 2.5 In 2019, the [NEC AAP Issues and Options Consultation](#) identified key policy areas. These were developed into draft policies that were published through the consultation on the [Draft AAP](#) between July-October 2020 where representations were then subsequently made.
- 2.6 The Proposed Submission NEC AAP is intended to be agreed by the Councils in January 2022 and then paused, before it can progress to publication for representations to be made in 2024 on completion of the WWTP DCO, if approved, followed by submission to the Planning Inspectorate.



## **Our Instructions**

- 2.7 GL Hearn was commissioned by the Greater Cambridge Shared Planning Service to provide commercial advice and to develop a Relocation Strategy, to assist the Councils in developing a robust evidence base that will underpin the NEC AAP including demonstrating deliverability.
- 2.8 The 2020 draft North East Cambridge AAP requires there to be no net loss in the amount of industrial floorspace across the AAP area (Policy 12b) and whilst the AAP does not provide any protection for existing occupiers, the policy makes clear that the Councils as corporate bodies will look to work with affected occupiers to help identify suitable alternative sites either within the NEC area or elsewhere. The AAP also identifies a number of uses that are safeguarded by virtue of the Cambridgeshire and Peterborough Minerals and Waste Local Plan 2036 (adopted July 2021) or, due to the nature of the use, are treated as 'ring-fenced' and need to be treated in a similar way.
- 2.9 This report sets out a Relocation Strategy dealing with matters around industrial floorspace, phasing of delivery, and planning policy soundness. The paper covers:
- The findings of the GLH desktop audit of existing floorspace and occupiers
  - The determination of an appropriate gross floorspace figure to achieve 'no net loss' of industrial floorspace;
  - The suitability and capacity of Cowley Rd Industrial Estate and Chesterton Sidings North area to accommodate the intensified floorspace requirement;
  - Delivery considerations, including treatment of safeguarded and ring-fenced uses; and
  - The review of the draft policies.

- 2.10 Specifically, we have examined the levels of B2 (General Industrial) and B8 (Distribution and Warehouse) floorspace within the AAP area, the capacity to re-provide equivalent floorspace within the areas identified for industrial use within the Proposed Submission AAP and whether the draft policies (as written) are effective in delivering the spatial change to land use sought.

### **Greater Cambridge Industrial and Warehousing**

- 2.11 The Greater Cambridge economy supports a wide array of employment. In addition to demand for traditional office and industrial land, the area's strong research and development base, centred around Cambridge University and the labour force this provides, is made up of nationally significant clusters of employment floorspace in key sectors such as life sciences and ICT. Locations, including the Cambridge Science Park within the AAP boundary, are internationally significant. The industrial market is less high profile, locally focused and has smaller growth prospects. Outside the advanced manufacturing sector, demand is generally to service local needs; however this is an important land use function within both the city and sub-region, and supports the wider growth of the Greater Cambridge economy.
- 2.12 The November 2020 Greater Cambridge Employment Land and Economic Development Evidence Study reported Cambridge City has 244,000 sqm of industrial floorspace, or 21% of the Greater Cambridge industrial floorspace. South Cambridgeshire has 901,000 sqm of industrial floorspace, or 79%. Since 2000/01, South Cambridgeshire has experienced a 23% increase in industrial stock whereas Cambridge has experienced a decline of 33%. Losses in the City have therefore been offset by gains elsewhere. Overall, Greater Cambridge has seen a 5% growth in industrial floorspace over the 2000/01 to 2018/19 period.
- 2.13 In the City, industrial rents have increased considerably in recent years. This is explained by reduced industrial floorspace meaning supply is unable to meet demand. Trade counters are more likely to achieve higher rents

compared with smaller industrial occupiers.

- 2.14 The Employment Land and Economic Development Study discusses the impact of housing demand on land value and rental prices in Cambridge leading to the movement of industrial uses out of the city. However, it goes on to point out that at a certain point this becomes inefficient with customers and employees having to travel too far (or not travelling at all) to businesses outside of the city. As a result, it states, some industrial locations should be protected in the city to support the economic needs and diversity of employment opportunities. Release of these sites, it states, should be assessed on a site-by-site basis however in reality there are a limited number of industrial areas remaining. It is equally important that new units are available in South Cambridgeshire and where these have been brought forward in accessible locations, they have proven popular. The growth in e-commerce will further increase the need for smaller scale warehousing opportunities (final mile centres).
- 2.15 The Study identifies shortfalls of industrial and storage and distribution space for Greater Cambridge.
- 2.16 The under supply reported quantitatively is around 20,000 sqm of B8 floorspace. The study suggests suitable locations should be identified for small and mid-sized light industrial and distribution units. Trade counters will prefer edge of city locations. In town, smaller and mid-size B8 requirements will assist in fulfilling last mile delivery needs.
- 2.17 The scale of undersupply in B2 requirements is identified as exceeding 50,000 sqm. Therefore, some provision, the Evidence Study goes on to state, should be made for allocations that support this floorspace both in order to facilitate traditional industries as well as supporting advanced industries that require operational activities not suited to residential areas. Future reprovision in Greater Cambridge should be of at least 25,000 sqm,

which would be the residual requirement under the labour demand model, whereas planning for a greater recommended rate of up to 50,000 sqm would align with the recent completions trends and better offset losses in both the city and South Cambridgeshire. Preferred locations would be both in reasonable proximity to the city itself, enabling commuting and potential access to customers, as well as in the wider city hinterland, with good accessibility.

- 2.18 The AAP seeks to respond to the need identified in the Employment Land Study to protect industrial locations through the requirement in Policy 12b that there is no net loss of B2 and B8 floorspace.
- 2.19 The intensification of floorspace in the new industrial area may also lead to a small number of additional units becoming available. However, the Councils are not looking to North East Cambridge as a suitable location to increase supply, rather the emerging Greater Cambridge Local Plan will look to meet the shortfall. This should include allocations that support general industrial floorspace in order to facilitate traditional industries as well as supporting advanced industries that require operational activities not suited to residential areas.

### 3. Site Audit & Capacity Review

#### The existing industrial floorspace

- 3.1 The wider NEC AAP area contains a number of established employment areas, notably the Cambridge Science Park, St John's Innovation Park and Cambridge Business Park all of which provide office and R&D space. In the wider context of Cambridge, this is a significant employment cluster, the Cambridge Science Park alone offers over 150,000m<sup>2</sup> of mixed office, R&D and industrial floorspace, occupied by over 100 companies. This instruction has focussed on a smaller study area, identified in red below:

#### Plan 2: Study Area Red Line Plan



#### Study Area Plan

- 3.2 The Study Area comprises the following land parcels, highlighted in red on the Study Area Plan:
1. Merlin Place
  2. Orwell House and Premises
  3. Cowley Road Industrial Estates
  4. Car Garages on Milton Road

5. Nuffield Road and Trinity Hall Farm Industrial Estates  
&  
6. Chesterton Partnership Area

- 3.3 The NEC area has been dominated for many years by the Waste Water Treatment Plant in the north and the railway land, Chesterton Sidings in the east. As industrial floorspace has shrunk across the city due to competition from higher value uses, notably housing and other types of employment, industrial businesses have relocated to the NEC and, in particular, into the study area.
- 3.4 The study area houses a mix of different types of business. These include
- Automotive – the area includes car dealerships as well as local repair garages and various parts suppliers/distributors. The Stagecoach bus depot also sits within the Cowley Road Industrial Estate
  - Trade-counter – Builders merchants including Ridgeons and Howdens
  - Building Trade – most notable is the concrete batching plant as well as other smaller suppliers
  - Graphics/imagery and printing – small businesses requiring space for storage and production
  - Leisure – including a gym on Trinity Hall Farm Industrial Estate
- 3.5 In town planning policy terms, the area is home to a number of different floorspace types under the Use Class Order 2020 including:
- E
    - E(g) (i) – Office
    - E(g) (ii) – Research & Development
    - E(g) (iii) - Industrial Processes
  - B2 (General industrial)
  - B8 (Storage and distribution)
  - Sui Generis



### Study Area - Existing Industrial Floorspace

- 3.6 Between January and June 2021 GL Hearn undertook a desktop data audit of the study area. GL Hearn collated and examined a variety of data sources to compile a desktop audit of available information of the area. These data sources are summarised in table 1 below:

**Table 1: Desktop Data Sources Used**

<b>Freehold Data (Land Registry / CoStar)</b>	<b>Leasehold Data (Land Registry)</b>	<b>Occupier (Royal Mail / Valuation Office Agency)</b>	<b>Building (Valuation Office Agency / EPC)</b>	<b>Derived from GLH Analysis</b>
Land Registry Title Number	Land Registry Title Number	Name	Net Internal Area	Plot Ratio
Address	Address	Primary Description	Mezzanine Content	Timescale for relocation
Registered Owner	Registered Owner	Secondary Description	Mezzanine Floor Area	Consolidate or relocate
Registered Owner Address	Registered Owner Address	-	Construction Date	Property Cost Estimate
Registered Owner Contact Phone	Registered Owner Contact Phone	-	Planning Use Class	Wish to relocate
Registered Owner Contact Email	Registered Owner Contact Email	-	Gross Internal Area	Relocation Issues
Registered Company Number	Registered Company Number	-	EPC Rating Band	Premises Floorspace
Geometry on GIS	Geometry on GIS study	-	Footprint Geometry	Operational Floorspace
Land Area	Land Area	-	Footprint Area	-

Source: GL Hearn

- 3.7 The information provided by this audit has been used to inform our assessment of the quantum of industrial floorspace within the study area and a broad understanding of operational requirements for B2 and B8 uses. A summary of the findings is provided in appendix B.

## **Measuring industrial floorspace**

- 3.8 We make reference in this report to a number of area and measurement definitions. These are summarised in appendix A. The definitions match those being used in the London Plan evidence base where industrial intensification has been considered previously.<sup>1</sup>
- 3.9 Industrial floorspace is typically quoted for rent/sale on the basis of Gross Internal Area (GIA). Gross Internal Area is the area of a building measured to the internal face of the perimeter walls at each floor level.<sup>2</sup>
- 3.10 GIA has been used for the calculation of 'no net loss' of industrial floorspace within the AAP and is used throughout this report.
- 3.11 The audit of existing industrial uses sought to consider the practical use of premises floorspace within the study area. Most of the businesses within the area use both premises floorspace and other ancillary space, notably operational yard space. This is not floorspace but is integral to the use of the space by businesses. However, it is difficult to determine the importance of the yard space to the operational use of the floorspace provided on a site without engaging the occupier, which was not practical within the scope of the project.
- 3.12 Nevertheless, in order to ensure yard space is considered within the context of operational floorspace and, therein, equivalent re-provision, we have examined data from the Valuation Office and undertaken our own assessment. The VOA data tends to measure all space which attracts a rent. This can include out-buildings, yards, car parks and storage space. We have referred to the totality of this as operational floorspace. However, this does not always capture the full use of the space. We have checked this against our estimates of potential yard space by deducting building footprints from plot areas. We have then used this information to inform our general views

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<sup>1</sup> Industrial Intensification & Co-location Study, We Made That, October 2018

<sup>2</sup> Code of Measuring Practice - 6<sup>th</sup> Edition, RICS, 2015





on an appropriate plot ratio when forming the policy. The purpose of which is to ensure that any re-provision of existing floorspace (based on GIA) in a more consolidated and intensified form, includes reasonable yard space within the capacity assumptions to meet the general operating needs of future occupiers.

- 3.13 Finally, non-industrial floorspace (e.g., E and Sui Generis use classes) which is accommodated on a designated industrial site and is not in use in support of an industrial activity (e.g. standalone offices, retail, leisure etc, tenanted by a non-industrial business) needs to also be considered as part of any relocation strategy, as there may also be an element of displacement for non-industrial businesses. We have therefore distinguished between B2/B8 premises and other space within the study area. We have identified a number of such existing uses as being suitable for relocation elsewhere within the AAP, for example as part of proposed new office accommodation.

### **Key Areas of Existing B2/B8 Floorspace**

- 3.14 The industrial floorspace the emerging policies seek to re-provide is the equivalent of the existing Cowley Road Industrial Estate and Nuffield Road Industrial Estate floorspace, shown below.

**Table 2: Summary of Key Areas of Existing Floorspace**

Area	Key owners & operators	Area Outline
Cowley Road Industrial Estate (7.69Ha)	<p><b>Largest Owners</b> - Cambridge City Council &amp; BBC Pension Trust</p> <p><b>Notable occupiers</b> – Veolia, Stagecoach, Tarmac, Coulson Building Group</p>	
Nuffield Road Industrial Estate (4.5Ha)	<p><b>Largest Owners</b> – Cambridge City Council &amp; Dencora</p> <p><b>Notable occupiers</b> – Ridgeons, Howden Joinery</p>	

3.15 Individual land holdings are shown on the plan at Appendix B.

### Existing Study Area Capacity

3.16 The existing floorspace across the study area can be summarised by Planning Use Class as follows:

**Table 3: Floorspace by Use Class and Study Area sub-Area**

Use Class (1987)	Car Garages on Milton Road Premises Floorspace	Car Garages on Milton Road Operational Floorspace	Chesterton Partnership Area Premises Floorspace	Chesterton Partnership Area Operational Floorspace	Cowley Road Industrial Estates Premises Floorspace	Cowley Road Industrial Estates Operational Floorspace	Merlin Place Premises Floorspace	Merlin Place Operational Floorspace	Nuffield Road Industrial Estate Premises Floorspace	Nuffield Road Industrial Estate Operational Floorspace	Trinity Hall Farm Premises Floorspace	Trinity Hall Farm Operational Floorspace	Orwell House and Premises Premises Floorspace	Orwell House and Premises Operational Floorspace	Total Premises Floorspace	Total Premises Floorspace (%)	Total Operational Floorspace	Total Operational Floorspace (%)
A3 (Shops)	-	-	-	-	-	-	-	-	-	-	-	-	102	102	102	0%	102	0%
B1a (Offices)	-	-	-	-	1,835	1,758	2,719	2,719	624	624	883	883	629	629	6,689	14%	6,612	7%
B1c (Business for industrial processes)	-	-	-	-	1,664	1,664	-	-	-	-	-	-	-	-	1,664	3%	1,664	2%
B2 (General Industrial)	-	-	-	15,165 <sup>3</sup>	6,741	7,550	-	-	4,382	4,382	2,642	2,649	616	616	14,381	29%	30,361	34%
B8 (Storage & Distribution)	-	-	-	-	6,579	10,051	-	-	4,334	4,334	1,719	1,719	510	17,110 <sup>4</sup>	13,142	27%	33,214	37%
Sui Generis (Car Garage)	-	-	-	-	1,584	1,627	-	-	-	-	-	-	-	-	1,584	3%	1,627	2%
Sui Generis (Car Showroom)	5,556	5,556	-	-	591	649	-	-	-	-	-	-	-	-	6,147	12%	6,205	7%
Sui Generis (Concrete Batching Plant)	-	-	-	-	-	930	-	-	-	-	-	-	-	-	0	0%	930	1%
Sui Generis (Trade Counter)	-	-	-	-	-	-	-	-	5,560	7,929	-	-	-	-	5,560	11%	7,929	9%
<b>Grand Total</b>	<b>5,556</b>	<b>5,556</b>	<b>0</b>	<b>15,165</b>	<b>18,994</b>	<b>24,228</b>	<b>2,719</b>	<b>2,719</b>	<b>14,899</b>	<b>17,269</b>	<b>5,244</b>	<b>5,251</b>	<b>1,857</b>	<b>18,457</b>	<b>49,270</b>	<b>100%</b>	<b>88,644</b>	<b>100%</b>

NB: Floorspace figures uses are from VOA data and reflect RICS Code of Measuring Practice. This means different uses are measured differently and data is a mixture of Gross internal area and net internal areas. The B2 and B8 figures are measuring by Gross Internal Area.

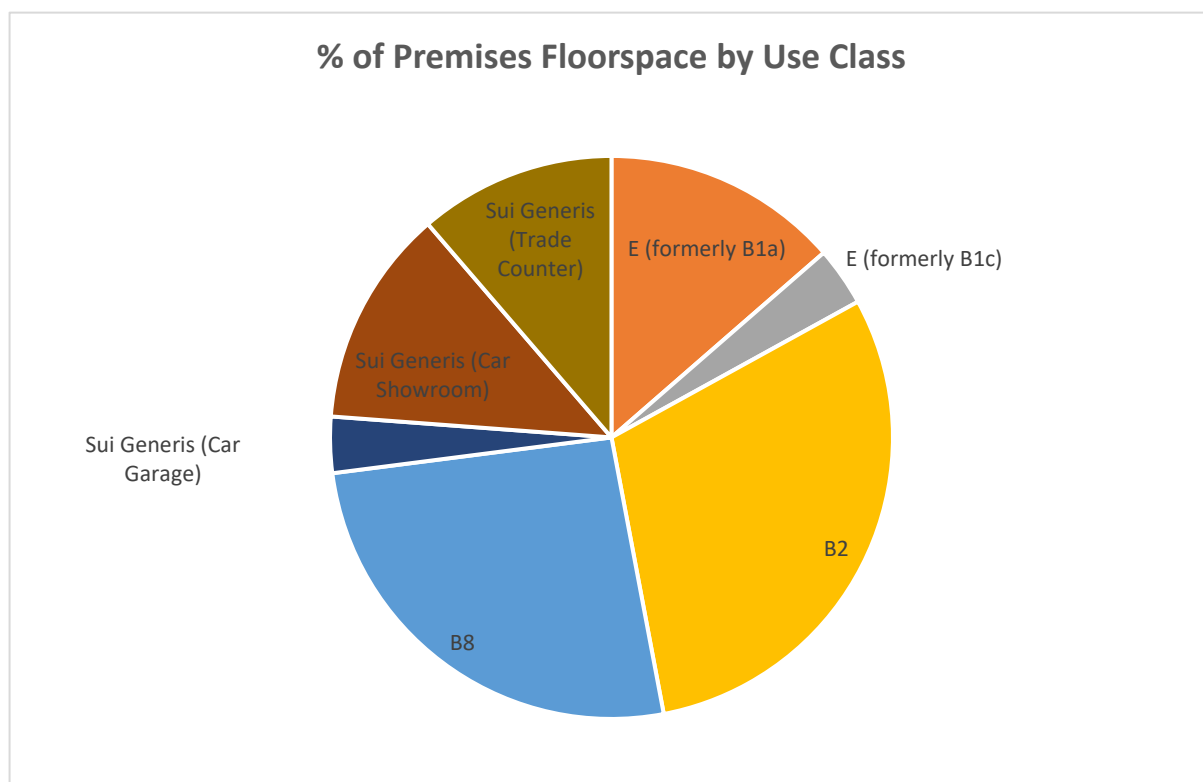
NB: For definitions of premises and operating floorspace, please see appendix A.

<sup>3</sup> Aggregates Railheads

<sup>4</sup> Included 16,600 m2 for Council Depot

- 3.17 The figure below summarises the variety of space shown across the study area. Policy 12b is only concerned with B2 and B8 uses, which are shown below alongside a summary of all premises floorspace by Use Class<sup>5</sup>.

**Chart 1: % of Premises Floorspace**



- 3.18 The B2 and B8 categories are the two largest components, accounting for 56% of the total. 44% of the existing floorspace across the study area is retail, office and sui generis and therefore outside the scope of the policy and this report.
- 3.19 Whilst the premises floorspace figures can easily be deduced from the VOA data, other space is more challenging to analyse. We would highlight the total difference between business premises floorspace and operational floorspace is skewed by the inclusion of the Council depot car park and the

<sup>5</sup> A3 Use Class and Concrete Batching Plant are excluded from table due to tiny size – less than 1%

Aggregates Railheads. Excluding these uses (highlighted in red in the table above) reduces the total operational floorspace to 56,369sqm. Using this 'like for like' figure provides a total ratio of premises to operational floorspace of 87%. This however includes non-industrial floorspace.

- 3.20 Examining the more traditional B2/B8 uses and comparing premises floorspace with parcel area highlights a wide range of plot ratios. A plot ratio of 30-50% is in our view typical (see Appendix C), with users far above and below this range. Likewise, examining the building footprints (ground floor space) shows that the majority of space (c. 70%) is on the ground floor. Approximately 30% of the premises floorspace is on upper floors, for example, mezzanine space, first and second floors, reflecting the typology of the units.
- 3.21 Finally, we note the Trinity Hall Farm Industrial Estate is expected to remain in industrial use and it is therefore not a requirement to re-provide this space.

### **Summary**

- 3.22 The floorspace currently occupied across the industrial parts of the AAP area houses a wide variety of different businesses across a Use Class range which is far wider than B2/B8. Generally, this cluster of activities has become suitable for businesses requiring a large amount of edge of city floorspace where neighbourly matters, for example, noise, frequent vehicle movements are not an issue.
- 3.23 Based on the analysis above, the following equivalent B2/B8 industrial floorspace would need to be delivered under Policy 12b to achieve a 'no net loss' provision:

**Table 4: Summary of Premises Floorspace required for re-provision**

Use Class	Total Premises Floorspace (sq m)
B2	11,739
B8	11,423
<b>Total</b>	<b>23,162<sup>6</sup></b>

- 3.24 Consideration to yard space and the function it provides will be crucial to accommodating future business requirements. Options may include shared spaces, for example, for car parking, delivery management etc.
- 3.25 It will be important to have a range of types of space available within the AAP, which can accommodate a range of users. It is also important to note some businesses will not wish to stay. This could be driven by factors such as wishing to realise the value of the land they own, the availability of cheaper premises elsewhere, recognition that change across the area will mean they are best suited to operating elsewhere. Businesses will also change.

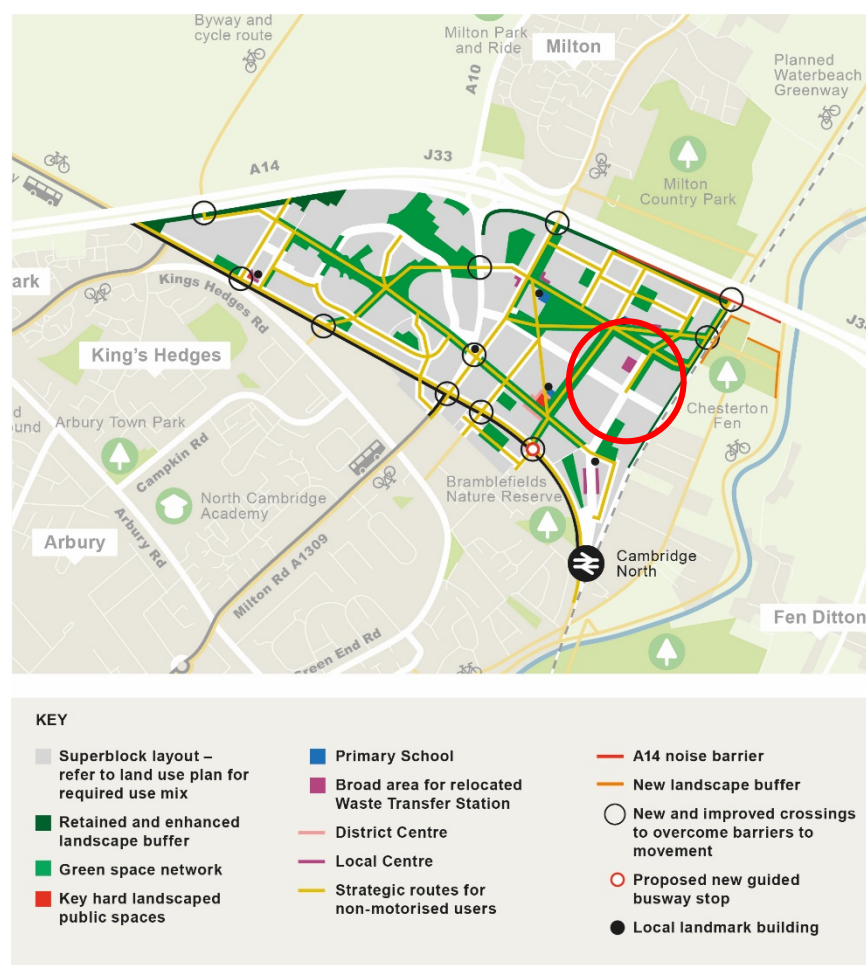
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<sup>6</sup> Premises Floorspace Figures reflect total B2/B8 components of the study area (14,381 + 13, 142), less Trinity Hall Industrial Estate (2,642 + 1,719), which remains in industrial use.

## Proposed B2 and B8 Site Capacity

- 3.26 The current draft AAP seeks to consolidate industrial floorspace into Cowley Road Industrial Estate and the northern part of the Chesterton Sidings area of the AAP, circled in red on the plan below. Nuffield Road would become a residential area.

## Plan 3: NEC AAP Illustrative Land Uses



- 3.27 Nuffield Road Industrial Estate lies at the end of Nuffield Road. Access to the site is from Green End Road and vehicles have to pass through residential areas that include Shirley Community Primary School and Nuffield Road Medical Centre, to reach the industrial estate. Retaining and consolidating

this site for industrial uses would create increased potential for conflict between industrial uses and the neighbouring residential areas, as providing a new access point from Milton Road or the Guided Busway would not be possible based on the advice of the Local Highways Authority. This would not complement the AAP's ambition of creating good growth.

- 3.28 Cowley Road Industrial Estate is adjacent to the Aggregates Railheads at the end of the proposed main access road into North East Cambridge. Due to its location, the interaction between industrial vehicles and residents in the redeveloped NEC would be minimised. It would also provide a buffer between the Aggregates Railheads and new residential areas alongside other uses such as commercial uses. For these reasons, Cowley Road Industrial Estate (and an additional industrial area of the Chesterton Sidings site) has been chosen as the area into which industrial and warehouse uses from Cowley Road Industrial Estate and Nuffield Road Industrial Estate will be consolidated.
- 3.29 Consolidation of the industrial floorspace into a single location with a significantly intensified design to reduce the land-take of what can be land-hungry, sprawling uses would make better use of the AAP land for transport, housing and community investment in the area, which will help support the regeneration of the area.



## Indicative Industrial Areas

### Plan 4: NEC Industrial Premises Parcels



- 3.30 As set out within the Area Action Plan, new industrial floorspace should be provided on parcels A4 (Chesterton Sidings) B1 (Cowley Road North) and B2 (Cowley Road South).
- 3.31 The light blue area within B1 is earmarked as a broad area within which the Waste Transfer Station, that is safeguarded in the Cambridgeshire and Peterborough Minerals and Waste Local Plan 2036 and is currently located at the entrance to Cowley Road Industrial Estate, could be relocated (see Chapter 4 below). The existing site of the Waste Transfer Station is highlighted in the darker green/blue.
- 3.32 Parcel A5 is identified on the Spatial Framework as being suitable for housing, if the existing Aggregates Yard that is safeguarded in the Cambridgeshire and Peterborough Minerals and Waste Local Plan 2036 were to relocate, or the de-allocation of the site formed part of any future Minerals and Waste Local Plan (see Chapter 4 below). This would result in the relocation or loss of the existing Aggregates Railheads and removing this

use from the AAP area is a long-term aspiration. It is likely the Railheads will remain in their current location for the duration of the plan period and potentially well beyond this. Any eventual removal would place the industrial space within the middle of the housing and town centre uses. A location which either had access to the railway or the dual carriageway would perhaps offer greater ease of access for industrial users and help to separate industrial and housing areas to a degree, minimising neighbourly issues. Switching the B1 and A5 parcels might provide a more intuitive layout and could be considered as part of future masterplanning and phasing exercises should the railheads be relocated off-site.

3.33 We estimate that re-provision of existing industrial floorspace as required by Policy 12b, will result in the following redistribution of industrial floorspace for intensification in each of the parcels identified below:

**Table 5: NEC AAP Proposed Industrial Floorspace**

		Proposed Uses	Site Area Gross (Ha)	Site Area Gross (sq m)	Site Area Net Developable Area (sq m)	Site Area N:G Ratio	Site Area Industrial (B2/8) Floorspace	Site Area Industrial Plot Ratio	Site Area Height of Development	Site Area Other Uses
A4	Chesterton Sidings (employment)	Residential, Commercial, Light Ind, Storage, Car Barn	0.7	7,000	6,300	90%	4,200	67%	4 Storeys	Offices (14,000 sq m); Housing (380 units)
B1	Cowley Road North	Light Ind, Storage, Waste Transfer Station (relocation)	2.3	23,115	15,487	67%	9,000	58%	1 Storey	-
B2	Cowley Road South	Residential, Office, Light Ind, Car Barn	4.4	44,456	42,233	95%	10,100	65%	5-6 Storeys	Offices (5,000 sq m); Housing (450 units)
	<b>Total</b>		<b>7.5</b>	<b>74,571</b>	<b>64,020</b>	<b>86%</b>	<b>23,300</b>	<b>50%</b>		

Source: Greater Cambridge Shared Planning Service and GLH

- 3.34 The accommodation outlined, provides a range of different spaces as follows:
- 3.35 Cowley Road north (Parcel B1) will be an industrial only area, operating alongside the neighbouring railhead. The possible interim relocation of the Waste Transfer Station will influence masterplanning in this area, with the remaining space being most suitable for heavier industrial requirements. This is the area most suited to ground floor requirements and those with yard space requirements, although we note the assumed plot ratio assumes space is intensified in order to fit more of the premises requirements.
- 3.36 Cowley Road south (Parcel B2) is a mixed-use area, incorporating housing, offices as well as light industrial uses. The accommodation provided here would most suit businesses who could be consolidated and intensified. This is likely to mean they are quieter and less dirty, maybe require some ancillary back-office function on-site and will value being close to neighbouring partners and customers, paying a premium to remain within close proximity to the proposed District Centre. The overall plot parcel does make allowance for open space, parking and other shared areas. This may open the opportunity for innovation in how to stack complimentary uses as well as share outside space to allow these businesses to operate successfully.
- 3.37 Chesterton Sidings (Parcel A4) is a mixed-use plot. However, a 0.7 Ha area within this is designated for employment use, likely to be adjacent to the railheads in order to provide a buffer which transitions from the heavier industrial uses towards more sensitive uses further south. Space is provided at an intensified ratio with limited outdoor space.
- 3.38 We note the Gross to Net site areas are high, reflecting the intensification of land. The lower gross:net ratio at Cowley Road North may provide more room to provide operational yard space at this location. As an industrial focussed area, a less intense layout (as suggested in the figures provided in

the table above) could be accommodated here with the majority, if not all space, provided at ground floor level. This would be the area most well suited to like for like replacement of existing site requirements but may not be suitable to accommodate all current B2/B8 users. The inclusion of industrial space within mixed use allocations on Cowley Road South and Chesterton sidings suggests a more intensified product would be accommodated for light industrial uses.

- 3.39 We have considered each area's potential capacity in Appendix D. Whilst the accommodation will be quite different to the existing floorspace, the numbers suggest some flexibility to accommodate different requirements once known. This is a reasonable approach at the plan-making stage which includes viability testing of a high plot ratio. However, further feasibility work may be appropriate as planning advances to inform appropriate site design, layout, and building configuration to ensure these are capable of meeting future occupier needs.

## Reconciliation of existing to proposed floorspace

3.40 From a capacity perspective, the current and proposed premises floorspace reconcile as follows:

**Table 6: Existing and Proposed Industrial Floorspace**

Existing Floorspace Use Class (1987) Category	Existing Floorspace Total Premises Floorspace	Proposed Floorspace AAP Reprovision	Proposed Floorspace Building Premises Floorspace (Sq m)
B2	11,739	Chesterton Sidings	4,200
B8	11,423	Cowley Road (North & South)	19,000
<b>Total</b>	<b>23,162</b>	-	<b>23,200</b>

Source: Greater Cambridge Shared Planning Service and GLH

- 3.41 The above table shows the existing and proposed floorspace. In essence, the new scheme Cowley Road and Chesterton Sidings areas could re-provide the equivalent of the existing B2/B8 floorspace presently located on Cowley Road and Nuffield Industrial Estate. In addition to equivalent industrial floorspace, these areas of the AAP must also accommodate other uses as part of the mixed-use format.
- 3.42 The industrial floorspace provided takes plot ratios to a higher average intensification. This varies across the scheme but we estimate is in the region of 65-75% compared with existing plot ratios of 30-50%. We note the London Plan policy does similar and targets 65% and above. This will be the case at NEC given the need to factor in additional mixed-use components as well as operational yard space.
- 3.43 The approach does not provide like for like replacement of non-premises floorspace, for example, yards. However, this is one of a range of factors which will not be provided on a like for like basis given the nature of the change proposed, for example, new neighbouring uses, improved infrastructure etc. Consideration has been given to non-premises space and we note:
1. Defining non-operational space / requirements has a degree of subjectivity and will change over time, particularly with further increased pressure on land values.
  2. The Gross : Net assumptions and net developable area to floorspace assumptions outlined, suggest the approach taken has allowed room for both the transition to an intensified format and to accommodate some flexibility.
- 3.44 The capacity calculations will need to be tested via future masterplanning and feasibility work to ensure the layouts are viable and deliver space which is lettable for businesses. This needs to consider issues such as daylight/sunlight requirements within the development form, as well as cost (e.g., demolition and site clearance) and value impacts. We would expect

some compromise in layouts to be required. For instance, the assumptions need to factor in other mixed-use components and their requirements.

Typically, industrial space has very different requirements from housing. Key considerations include:

- Floor to ceiling heights
- Access (opening width and visibility)
- Services (heat, 3 phase power, water)
- Yards/loading
- Floor loadings
- Acoustics

3.45 The Mixed-Use Development: Overcoming barriers to delivery at North East Cambridge (June 2020) paper prepared by GL Hearn identifies a number of issues relating to delivering mixed use development which will need to be considered when bringing forward major change at NEC. The paper outlines that although mixed use development is generally more challenging to implement, these types of schemes can be deliverable and are becoming more common in parts of the UK. Some of the main challenges to their delivery include:

- Operational
- Traffic
- Delivery
- Management
- Occupier transition
- Deliverability



- 3.46 Intensification is likely to happen in stages. Early examples of this in the UK have been seen in the London market, driven by land value appreciation. It is therefore likely this will happen in accordance with land value appreciation at the NEC, which will likely be driven by the delivery progress of the scheme. Different situations and solutions will emerge. For instance, some land may be brought forward for mixed use development, with development of industrial and housing in separate buildings. Others may look to combine in a single development. Setting out parameters, as here, showing the direction of travel to an intensified outcome is a sensible and proportionate approach. The policy seeks to strike a balance between increasing intensity and leaving flexibility for design solutions to react to changing conditions.
- 3.47 Nevertheless, the policy will need to accept some existing NEC based businesses could be displaced because they will not be able to adapt as development happens. This will be for a range of factors, notably premises with less yard space, new neighbourly matters, for example noise, as well as commercial factors, for example higher rent and rates. In some instances, business requirements are likely to change over the Plan period in any event, however others may need to move as the area changes. Accepting the displacement of occupiers from the area is therefore an important part of the strategy being delivered.

## 4. Delivery Considerations

4.1 There are a number of key considerations in order to achieve delivery of the policy. The key areas considered are:

1. **Safeguarded and 'Ring fenced' uses** – these are currently based on the NEC site, will remain important to the working function of the wider area but are not likely to be easily compatible with the AAP.
2. **Land ownership and control** – the AAP site currently sits within multiple ownerships and site assembly will be necessary to ensure comprehensive development takes places as opposed to piecemeal schemes. This will provide the best chance for ensuring opportunities to intensify land use are achieved.
3. **Phasing strategy** – understanding how activity is sequenced and the impact of this both during delivery and beyond is necessary to ensure the policy is deliverable.

### Safeguarded and Ring-Fenced uses

4.2 Safeguarded and 'Ring fenced uses' are currently carried out within the Study Area. They currently operate from large non-intensive premises and would be required to either move within the NEC area or off-site in order to continue to function properly.

4.3 The uses are summarised and then considered below:

**Table 7: Safeguard & Ring-Fenced Uses Summary**

Premises	Comment
Safeguarded and 'Ring Fenced' Uses	Those known to be incompatible with AAP but providing important local functions which mean relocation must be achieved locally
Waste Transfer Station	Unsuitable for AAP vision but safeguarded as a Waste Management Area in the Cambridgeshire and Peterborough Minerals and Waste Local Plan 2036. An alternative site has not been identified;

Premises	Comment
	therefore an alternative interim location has been identified within AAP area, moving close to the Aggregate Railheads.
Aggregates Railheads site	Unsuitable for AAP vision in long term given nature of use and requirement for access. Safeguarded as a Transport Infrastructure Area in the Cambridgeshire and Peterborough Minerals and Waste Local Plan 2036. An alternative site has not been identified therefore the Railheads will remain for the foreseeable future surrounded by a buffer of B2 and B8 uses.
Cowley Road Bus Depot	A strategic transport use serving Greater Cambridge to be treated as a 'ring-fenced use' providing a status similar to that of a safeguarded use. However, due to vehicle movements, noise and possible future operational requirements, alternative site(s) likely to be the best option, subject to land availability.

- 4.4 The 'ring-fenced' uses all provide important protected functions within the wider area and require protection. However, in the long term, they are not considered compatible with the AAP vision for the area and, ideally, should be relocated off-site to a more suitable location outside of the AAP area.

### **Relocation of Ring-fenced uses**

#### **Cowley Road Bus Depot**

- 4.5 The Cowley Road Bus Depot is a strategic transport use serving Greater Cambridge. The importance of this site for the operation of the bus network in Greater Cambridge means that it should be treated as a 'ring-fenced' use.

- 4.6 The site is owned by Cambus Ltd (a Stagecoach subsidiary) and the BBC Pension Trust Ltd. It currently occupies a narrow strip of land, 1.09Ha in size, in the centre of the Cowley Road Industrial Estate.
- 4.7 The Depot is already at its operational capacity with approximately 130 buses operating out of Cowley Road. To meet the future bus demand needs for Cambridgeshire, a doubling of the existing bus fleet as a minimum is anticipated. Electrification of the bus fleet is also likely to have space requirements within depots, reducing capacity further.
- 4.8 The ambition to at least double the size of the bus network in the area and for the network to be low carbon, the limitation of vehicle movements on NEC and the incompatibility of the bus depot use with residential and other sensitive uses will require the relocation of the Cowley Road Bus Depot.
- 4.9 The current operation of the bus depot currently requires circa 3,065 m<sup>2</sup> of covered space and additional yardspace for parking and manouvering buses. Ideally this site will be located to an 'edge of settlement area' to a site with good access to and from Cambridge, in order to provide effective and efficient public transport to serve the area.
- 4.10 The identification of alternative sites could start with considering vacant sites identified within the Greater Cambridge Employment Land and Economic Development Evidence Study and could consider co-location within non-green belt sites within the existing Park & Ride network but these would require a wider consideration as part of the future needs assessment for bus requirements. Wherever the buses are potentially going to be relocated to, a good grid connection is needed as buses will soon be all electric.

4.11 In the absence of a suitable alternative site being identified at the current time, in order to have confidence in the deliverability of the AAP, it will be necessary to agree a statement of common ground. This should identify how the key parties will work proactively to identify an appropriate alternative site or sites to provide for longer term bus needs in a timely way. This could include agreeing the timing of any move and potentially look at temporary arrangements until a suitable long-term solution is available. The signatories to the statement would be anticipated to be:

- Cambridge City Council as a Local Planning Authority for NEC
- South Cambridgeshire District Council as a Local Planning Authority for NEC
- Cambridgeshire and Peterborough Combined Authority (CPCA) as the Local Transport Authority
- Cambridgeshire County Council as Local Highway Authority
- Greater Cambridge Partnership (GCP) as the local delivery body for a City Deal with central Government

4.12 Given the 10 year horizon before the relocation of the Bus Depot needs to take place, and the significant amount of transport planning still to be undertaken that will clarify the bus needs of Greater Cambridge and the future lay-over facilities that will be required for an enhanced fleet, there is not yet a specific delivery plan or alternative site in place for planning and delivering the Cowley Road Bus Depot relocation. The new Local Transport and Connectivity Plan and Bus Strategy processes will start to map out the proposals for bus provision in Greater Cambridge and the Greater Cambridge Partnership (GCP) schemes will help develop those further.

## **Waste Transfer Station**

- 4.13 The Veolia Waste Transfer Facility, approximately 0.78 ha in size, is situated at the entrance to Cowley Road Industrial Estate on land owned by the Cambridge City Council. It is identified as a protected Waste Management Area (WMA) in the Cambridgeshire and Peterborough Minerals and Waste Local Plan 2036.
- 4.14 The Waste Transfer Station specializes in the collection, sorting, recycling and disposal of various kinds of waste. This land use typically requires frequent heavy vehicle movements and can be noisy and create unpleasant smells locally. It is therefore unlikely that a land use such as a Waste Transfer Station is compatible with a new high density mixed use urban centre.
- 4.15 It will therefore need to be relocated. The preferred location would be off-site, preferably on an existing industrial site on the edge of Cambridge with ample access for large vehicle movements. In the first instance, there would be value in assessing if there was an opportunity for consolidating sites with existing waste transfer stations in Cambridge before identifying suitable new locations. This would achieve functional equivalence without requiring the equivalent amount of land.
- 4.16 Policy 10 of the Cambridgeshire and Peterborough Minerals and Waste Plan 2036 requires that within a WMA, new non-waste management development will not be permitted other than proposals which demonstrate clear wider regeneration benefits which outweigh the harm of discontinued operation of the site as a WMA, together with a demonstration to the Waste Planning Authority as to how the existing (or recent) waste stream managed at the site will be (or already is being) accommodated elsewhere.

- 4.17 In the absence of a identified site alternative Waste Transfer Station site, the Councils should work with the Mineral and Waste Planning Authority and partners to identify potential suitable sites outside the NEC AAP.
- 4.18 However, in the meantime, and in the event that no suitable site is identified, an alternative preferably interim location would need to be identified within the NEC AAP area where the operation can move to during the AAP period, and beyond if necessary, to maintain the waste activities whilst freeing up the current site of the Waste Transfer Station for redevelopment.
- 4.19 As mentioned earlier, an interim site has been identified adjacent to the Aggregates Railheads and within the industrial buffer to the Railheads. This can be seen in Plan 4. If relocated to an interim site within NEC, consideration should be given to designing in appropriate mitigation, such as enclosing the facility, noise reduction and screening.
- 4.20 Once again, in order to evidence the deliverability of the AAP, the Councils will need to agree a statement of common ground with Cambridgeshire County Council, the Mineral and Waste Planning Authority. This should outline the preferred long term relocation preference and the interim solution adjacent to the Aggregates Railheads.

### **Aggregates Railheads Site**

- 4.21 The Cambridge North East Aggregates Railheads are located to the east of the north end of Cowley Road Industrial Estate. They are of strategic importance to Greater Cambridge's economy providing an important source of building materials for the wider area.
- 4.22 Hard rock is an essential component of the construction industry but is not part of the geology of East Anglia. It therefore needs to be imported to the region over relatively long distances, typically from the East Midlands. The

movement of minerals over long distances by rail is both economic and more sustainable than by road.

- 4.23 The Railheads are currently owned by Network Rail. Several businesses currently import aggregate using the railway including DB Cargo and Tarmac.
- 4.24 Aggregates, primarily hard rock are imported to the site by rail and occasionally sand is exported by rail. Operations involve the unloading and loading of railway wagons and the storage of aggregates for sale into the local market place. Storage bays of different aggregates are provided close to the site access for smaller collections.
- 4.25 The Railheads area is designated as a Transport Infrastructure Area in the Cambridgeshire and Peterborough Minerals and Waste Local Plan 2036.
- 4.26 Policy 15 in the Cambridgeshire and Peterborough Minerals and Waste Local Plan 2036 states that development which would result in the loss of or reduced capacity of Transport Infrastructure Areas will not be permitted unless it can be demonstrated that either:
- (a) the loss or reduced capacity will have no impact on the ability of minerals or waste to be transported by sustainable means, both now and for accommodating future planned growth; or
  - (b) alternative, suitable and sufficient capacity is to be developed elsewhere (and in which case the authorities are likely to require it to be implemented before the loss or reduced capacity has occurred).
- 4.27 A potential relocation site for the Aggregate Railheads will require a suitable connection to the main rail network in the vicinity of Cambridge, adequate access for heavy vehicle movements and to be on the strategic road network. It is likely that the Railheads will need to be on an established industrial site as the operation of the aggregate site can create noise levels and dust and dirt that are not compatible with residential uses. It has not



been possible to identify any potential sites for relocation at this current point in time.

- 4.28 In line with Policy 10, unless and until a suitable alternative off-site option with a railhead can be identified that could be delivered in a timely manner, thereby ensuring no net-loss of capacity, then the Aggregates Railheads must be retained in its current position. The proposed policy to surround it with a buffer of industrial (B2 and B8) uses will help to mitigate its impacts on nearby sensitive uses. Other improvements could also be sought to the existing operation to reduce impacts, such as further screening and enclosing facilities.
- 4.29 In order to evidence the deliverability of the AAP, the Councils will need to confirm the above position with Cambridgeshire County Council in an additional Statement of Common Ground.

### **Conclusion**

- 4.30 The safe-guarded and ring-fenced uses would not fit well with the AAP vision and would preferably be located off-site. Each requires a bespoke relocation solution. At such an early stage it has not been possible to identify potential off-site locations. However, for the two minerals and waste sites possible, preferably interim, solutions have been identified. For the Cowley Road Bus Depot the long-term nature of the AAP project is key. It is likely this use will remain in its current location for some years. However the new Local Transport and Connectivity Plan and Bus Strategy processes will start to map out the proposals for bus provision in Greater Cambridge and the Greater Cambridge Partnership (GCP) schemes will help develop those further. Preparing a Statement of Common Ground with the key stakeholders in the sites will help this by capturing the specific requirements of each. They are also likely to require more specific attention within the policy so the issues they face are dealt with over and above the issues they share with other industrial uses.

## Land Ownership

4.31 Land ownership establishes land's availability for development. Co-ordinated delivery will either require landowners to co-operate or land ownership to consolidate. Many of the sites are leased and it is therefore necessary to consider freehold, long leasehold and shorter leasehold interests to consolidate land and secure vacant possession for construction.

4.32 Below we consider current land ownership and potential consolidation activity.

### 1. Public sector land

4.33 Cambridge City Council is already a major landowner across the study area. The table below summarises the freehold ownership of the study area

**Table 8: Land Area Breakdown**

Study Area Parcel	Total Land Area Ha	Total Land Area Acres	Cambridge City Council Landholdings Ha	Cambridge City Council Landholdings %	Private Landholdings Ha	Private Landholdings %
-	Ha	Acres	Ha	%	Ha	%
Orwell House	3.23	7.98	3.23	100%	-	0%
Cowley Road	7.68	18.97	3.20	42%	4.47	58%
Nuffield Road	4.55	11.00	4.55	100%	-	0%
Trinity Hall Farm Estate	1.27	3.15	0.00	0%	1.27	100%
Merlin Place	0.47	1.17	0.00	0%	0.47	100%
Milton Road	2.86	7.07	0.00	0%	2.86	100%
<b>Total</b>	<b>20</b>	<b>49</b>	<b>11</b>	<b>55%</b>	<b>9</b>	<b>45%</b>

- 4.34 It is however important to note that a small but important number of the Council's tenants have long leasehold's (50+ years). These are Veolia, Ridgeons and 12 Nuffield Road.
- 4.35 Lease events could therefore be some years away and further discussion with the long leaseholders of the likelihood of being able to secure these sites within the required timescales is required.
- 4.36 With the exception of the long leaseholders, the Council's tenants are on various shorter term lease arrangements, some within the right to renewal provisions under the Landlord and Tenant Act 1954 Part 2, others contracted out of these provisions. The Council may have the opportunity to gain possession upon expiry of some of these leases as redevelopment is one of a limited number of exceptions to the security of tenure protection tenants receive via the Landlord & Tenant Act 1954 Part 2. Where tenancies are protected, the Councils would need to follow the statutory procedure and demonstrate grounds for redevelopment and pay compensation. The same is likely to apply to the private sector land owners.

## 2. Private Sector Land

- 4.37 Private Sector interests are held across the area. They are a mixture of investor owners and occupiers as well as owner occupiers. For instance, we are aware that the Coulson Group within Cowley Road, historically industrial users, also now consider property development of group holdings a key activity. Likewise a number of pension funds, for example BBC pension fund, hold interests.

- 4.38 Where sites are owned by the private sector and the AAP allocates them for alternative uses which are worth more than the existing use, an incentive will be in place for the market to bring the sites forward.
- 4.39 This is likely to be the case for land parcels such as the garages on Milton Road where the businesses may be able to find less valuable relocation sites which suit their requirements or where consolidation works for business reasons.
- 4.40 The major risk with relying on the private sector to bring sites forward for development is the lack of certainty on timescales. It is probable in our view that landowners may wish to wait until development in the area has demonstrated land value uplift before committing to a similar course of action. Proactive co-ordinated public sector activity, potentially through joint venture partnerships and land value equalisation agreements to promote and assist movements, is also an option to mitigate the risk of delays. This would see owners work together to bring development forward over a number of years. However, at this early stage, it is not possible to forecast precisely what can be brought forward when and this uncertainty should be factored into the delivery programme, especially given the potential number of owners and long leaseholders that would need to engage in such a process.

### 3. Delivery via Public Sector led Land Assembly

- 4.41 Land assembly co-ordination by the public sector is also an option. This could see the Councils co-ordinate activity and establish partnerships, committing existing landholdings and potentially further financial support. Both Councils have already made public statements to do this if necessary as part of their commitment to support delivery.<sup>7</sup>

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<https://democracy.cambridge.gov.uk/ieListDocuments.aspx?CId=159&MId=3981&Ver=4>

And

<https://scambs.moderngov.co.uk/ieListDocuments.aspx?CId=293&MId=9191&Ver=4>

- 4.42 Local Authorities have powers to compulsorily purchase land for specific purposes. This includes for planning purposes via section 226 of the Town and Country Planning Act 1990. This would allow the Councils to acquire land and pay appropriate compensation where it could demonstrate it was necessary to ensure the Local Plan policy was implemented.
- 4.43 The use of CPO powers is usually the last resort. Prior to their use there will be time for lengthy discussions with the landowners and businesses over their land assembly and relocation options and what is possible. Even when the CPO process is deemed necessary and has started there will be further opportunities for negotiation and resolution before any Orders may be confirmed.
- 4.44 The CPO route would require the Council following the statutory process set out in the Acquisition of Land Act 1981. The Council would, prior to the CPO, need to seek to acquire the land via negotiation. Should this not be possible, then an Inquiry would examine the case and determine if the Order should be allowed. Further details are available at:
- [https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment\\_data/file/964686/CPO\\_guidance\\_-\\_with\\_2019\\_update.pdf](https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/964686/CPO_guidance_-_with_2019_update.pdf)
- 4.45 Affected parties are entitled to compensation under the Compensation Code. This equates to the market value of their land, as well as appropriate compensation for disturbance.
- 4.46 The Councils would need to consider carefully the timescales required to secure the Order (this can take a number of years) and then how it would pay for the land. They will need to be able to demonstrate they can secure the land within the timescales it is available for purchase. The Councils will need to have the financial means to support the process and demonstrate this. When acquiring land on schemes of this nature, councils often have

agreements with private sector delivery partners which govern how the upfront costs can be recovered by the local authority. Alternatively, the Councils can recover their costs once land is sold for development. There would be a timing impact for the Councils to consider as part of the strategy as well as the costs and management of the process itself.

- 4.47 There are three areas where CPO may be required to support delivery. The first is in securing land for development early enough to ensure development can be delivered at the required pace. The second is where values may not incentivise private developers to release land which is critical to enable wider development. This is most likely in Cowley Road / Chesterton Sidings North where both factors are considerations and the fragmented ownership, including leasehold and freehold interests means co-ordination is difficult. Whilst Cambridge City Council controls a large area of the site, it may be necessary to assemble the entire Cowley Road area, avoiding piecemeal development, to achieve the desired intensified site layout. The third potential consideration is where CPO may be needed to cleanse land of restrictions to ensure redevelopment can proceed unimpeded.
- 4.48 CPO may be a necessary last resort to ensure delivery of key industrial land parcels, necessary to facilitate development and deliver on the vision of the AAP. Securing moves early within the plan period would potentially assist with the pace of delivery providing the opportunity for businesses to move within the scheme boundary. This will improve the land available to build and lessen the increased likelihood of temporary off-site moves being necessary. These can be more expensive and disruptive, with the risk businesses prefer to move altogether rather than remain where they are.
- 4.49 Whilst Cambridge City Council is a major landowner in Cowley Road, more of the land is in private ownership (either freehold or long leasehold interests) and the Council holdings are spread across the area. To deliver holistically the AAP vision for this area, CPO could be necessary. Without this, development on the Council controlled sites, possibly coupled with

piecemeal private development, is unlikely to achieve the optimum laydown. Whilst difficult to ascertain the risk to the overall scheme objective, it is clearly important this area of industrial intensification comes forward as efficiently as possible and CPO should be considered, if achieving control of the entire area cannot be achieved by agreement.

## Phasing

- 4.50 Delivery of the new floorspace will require a series of activities to be undertaken over the Plan period including moving businesses off-site, building new floorspace and relocating businesses around the site and bringing in new businesses.
- 4.51 We would summarise the key steps for re-providing industrial space as follows

**1. Creating space for development** - The first thing to consider, is what land uses can be decanted to free up and enable space for delivery of development sought by the NEC AAP. Typically, these land uses will not be required to be retained (from a town planning perspective) and can easily operate from elsewhere in the locale. In some instances, they may be required to be decanted off-site to underpin the 'in-principle' level of acceptability of the NEC AAP.

**2. Consolidate industrial areas** – Policy 12b of the NEC AAP states that there should be no net loss of industrial floorspace. Therefore, to maximise the development opportunity, and optimise the deliverability of the NEC AAP, it is considered that relevant industrial uses should be consolidated into designated areas, notably the Cowley Road Industrial Area and northern portion of Chesterton Sidings. This will ensure that all industrial land uses are co-located to confine any constraints associated with their use, such as noise and traffic generation.

**3. Deliver the NEC AAP on vacated land** – From the relocation of unrequired and unsuitable land uses off site, and the consolidation of the industrial uses on to a smaller, purpose-built footprint, it is considered that this will enable significant opportunity to deliver comprehensive development within the NEC AAP proposals. The reduction in the overall land-take from the industrial land-use to a single location will allow other previously industrial sites to be maximised for alternative uses.

### **Indicative Phasing Strategy**

4.52 There are a number of ways development activity could be sequenced. Likely starting activities include

- a. Decanting uses away from NEC
- b. On site relocation
- c. Letting tenancies expire

a. Decanting uses away from NEC:

4.53 Moves off site away from the NEC are likely to be brought about by two routes. Firstly, uses may move off-site as part of plans to ensure their continued operation and avoid further disruption from future development. Secondly, private owners/occupiers may foresee a financial incentive and seek to realise land value.

b. On site relocation:

4.54 Businesses who wish to stay will look to secure suitable alternative premises on site. This could be driven by their operations, securing their future, enabling an adaptation to a different type of space, unlocking savings by operating more efficiently from smaller space etc. Or it could be a financial play, unlocking land value.



c. Letting tenancies expire:

- 4.55 Where land is tenanted, owners may need to wait for a lease event to be able to take vacant possession and bring forward development. While owners and landlords may be able to manage some aspects of this, this may be a piecemeal approach as it will be determined by existing lease end and termination dates.
- 4.56 Some businesses may agree to consolidate within the site as part of proposals. The Golf Driving Range provides a potentially large area which can be secured quickly for redevelopment. This may suit relocation of suitable occupiers from industrial areas, for example office users on Cowley Road, where compatible with the spatial framework. It may also be possible to use this land for temporary decanting to help sequence activity.
- 4.57 A key initial activity for the Councils, in partnership with the Waste Planning Authority and the operator, will be determining the relocation of the Waste Transfer Station. It currently occupies a prominent position within the AAP area. Whilst best suited to relocation off-site, until a suitable solution is identified it could also be consolidated within the northern part of the Cowley Road Industrial Estate. We would also suggest the Cowley Road Bus Depot's future is dealt with upfront. This is a key parcel for consolidating control of land across Cowley Road as it sits within the middle of the area. Finally, the concrete batching plant could be moved. Whilst helpful to have on site during the construction period, long term it should look to move. Tarmac also controls the Aggregate Railheads on the Chesterton sidings area and consolidating the two together would enable development to begin on the southern sections of Cowley Road.

4.58 At this stage early activity can only be indicative but a reasonable worse-case scenario, centred on a requirement for council intervention could be summarised as follows:

1. The Councils secure possession of private landholdings at Cowley Road North.
2. The Councils facilitate the move of Veolia Waste Transfer Station off-site or to Cowley Road North.
3. The Bus Depot relocates off-site.
4. Tarmac Concrete Batching Plant moves to the Aggregate Railheads site.
5. Development begins. Council controlled land at Cowley Road North as well as on the Waste Transfer Station and potentially the concrete batching plant used to contribute to delivery of industrial floorspace, for example direct development, co-ordinated development, delivery of enabling infrastructure.

4.59 Further consolidation at Cowley Road would contribute to wider AAP delivery by enabling land to be released for other uses. Again, Council landholdings at Nuffield Road may be helpful but subject to engagement with long leaseholders. Overcoming the fragmented land control is critical to comprehensive development. The Councils could look at land swaps, land value equalisation arrangements or making further acquisitions, potentially using their CPO powers to bring this forward.

### **Relocation of occupiers and support for businesses**

4.60 In accordance with Planning Policy 12b of the NEC AAP, there is no requirement for the Councils to re-provide the space for existing businesses, as the policy seeks 'no net loss of industrial floorspace'.

4.61 Existing businesses could be impacted severely by the proposal. Therefore, to minimise disruption, the Councils should consider what assistance can be offered. This is likely to focus on two key area's

1. Helping to identify relocation premises, both on and off-site
2. Minimising the costs of disruption

4.62 Underpinning all assistance, is maintaining constructive engagement with affected businesses. Numerous organisations are able to offer assistance but the Councils can play a key role in co-ordinating activity. Where possible efforts should be made, in collaboration with the businesses, to programme and manage the moves so they can be planned rather than be ad hoc. This will depend on how effective the market is and how proactive the Councils may need to be in seeking to deliver the AAP vision.

4.63 The majority of the study site area lies within Cambridge City, with the exception of the Chesterton Sidings area. The City Council has recently created a new Economic Development Manager role, that, working with Economic Development colleagues at South Cambridgeshire District Council could potentially support businesses to find new premises.

4.64 Other organisations who could offer assistance and important intelligence include the Cambridgeshire and Peterborough Combined Authority, who may be able to signpost to a wider land-bank of available and suitable sites for consideration. They currently provide Inward Investment services at a sub-regional level via Locate Cambridge ([locatecambridge.uk](http://locatecambridge.uk)). Their help, co-ordinating activity with the Councils would provide a stronger network of support.

4.65 It would be helpful for occupiers to have a single point of contact within the Councils to assist on and advise on key matters.

1. Relocation options

- 4.66 We would suggest the Councils give consideration to helping businesses consider relocation options within and outside the AAP area. Specifically
- Setting out the type of space likely to be available within the AAP area in due course, both in terms of location and size.
  - Identifying sites within the Greater Cambridge area which are available for industrial development off-site
- 4.67 Ensuring existing businesses are consulted on future design codes would allow them to engage with and influence forthcoming space. Where space is delivered by private sectors builders, such engagement should be provided in support of development proposals.
- 4.68 Outside of the AAP, the Councils should consider what land and premises are available for relocating businesses. Suitable publicly controlled land and premises could be offered for relocations and prior to being available on the open market. Likewise, land and premises controlled by others could be sign-posted where it is suitable.
- 4.69 Understanding where opportunities for new businesses are best met by the space provided within or outside the AAP could be assisted by the Councils. In addition to offering advice they can collect data and facilitate introductions amongst businesses and key stakeholders for example Science / Business Park operators and owners, developers and occupiers.
- 4.70 Whilst owner occupiers may be able to realise property receipts from land value uplift, many occupiers will find moves create staffing and contract issues within their operations and are forced to relocate off-site. They may also not be able to meet increased rents and find cheaper premises elsewhere an alternative.

- 4.71 Temporary moves can increase costs but also ensure business continuity is maintained and the right long-term option chosen. Using land within the AAP boundary for this during delivery may be a necessary step to align dates for some moves. The Councils could consider facilitating this on public land or require/incentivise others to do so.
- 4.72 Many examples exist of successful partnerships that have been established to help co-ordinate and guide major developments. The Paddington Partnership brought together a series of major landowners to co-ordinate development across sites. This partnership was able to work towards improving the business environment via a Business Improvement District. Early business involvement in scheme design guidance also ensured operational requirements were considered. Similar activity could be adapted for NEC. There is an existing NEC Landowners group representing key land owners such as the colleges, Anglian Water and U+I, Network Rail and Brookgate. This should consider how it can help co-ordinate development across sites.

## 2. Minimising costs of disruption

- 4.73 The largest cost from a move will be in terms of acquiring space, either for a capital sum or in terms of rent. Successful regeneration and further reductions of available space may see these costs increase.
- 4.74 However, businesses will incur other costs to adapt premises or ways of working, for example dealing with neighbourly matters such as changing delivery hours or ensuring noise issues are dealt with differently. Some may need to operate differently, requiring new equipment or changing existing contracts, including for staff.
- 4.75 Again, early, and structured engagement should assist in identifying key issues and finding solutions. Ensuring businesses are clear on timescales,

process, potential costs and what support could be available should be a concern for all promoters and developers.

- 4.76 Furthermore, the Councils could consider financial assistance. This could be done in a number of ways. For instance, the scheme is likely to give rise to an uptake in income for the Council's via new business rates. A proportion of this increase could be ring-fenced to assist businesses with relocation issues. This could cover enhanced rates reductions whilst businesses transition to a new location, or support to help with moving costs, designing, obtaining planning or adapting premises.
- 4.77 Finally, the inclusion of affordable workspace, at a discount from market rents, within the scheme, as required in Policy 12b of the AAP, could support the relocation of a number of businesses. The space should be targeted to appeal to businesses who would otherwise be excluded from the area. Delivery arrangements should identify when it would be available and how priority for assistance would be made. It is unlikely all requirements could be met this way so ensuring fairness will be a key consideration.

## 5. Planning Policy Review

- 5.1 This report has sought to review and analyse the supporting evidence that underpins the inclusion of industrial floorspace consolidation in order to release development land for intensified uses. There are three draft planning policies that are of particular relevance to this.
- 5.2 These policies are:
- Policy 12.b – Industry, Storage and Distribution
  - Policy 24.a – Land Assembly
  - Policy 24.b – Relocation
- 5.3 To achieve adoption, as with any planning policy document that seeks to introduce new planning policies, it must be tested for soundness at Examination in Public. Soundness is based on these four principals:
- a) Positively prepared** – providing a strategy which, as a minimum, seeks to meet the area’s objectively assessed needs; and is informed by agreements with other authorities, so that unmet need from neighbouring areas is accommodated where it is practical to do so and is consistent with achieving sustainable development.
  - b) Justified** – an appropriate strategy, taking into account the reasonable alternatives, and based on proportionate evidence.
  - c) Effective** – deliverable over the plan period, and based on effective joint working on cross-boundary strategic matters that have been dealt with rather than deferred, as evidenced by the statement of common ground; and
  - d) Consistent with national policy** – enabling the delivery of sustainable development in accordance with the policies in this Framework.
- 5.4 The critical assessment here is to test whether the draft planning policies in the NEC AAP are justified and are in conformity.

**Policy 12.b – Industry Storage and Distribution.**

5.5 The current draft policy reads as follows:



## **Policy 12.b – Industry Storage and Distribution**

Development should ensure there is no net loss of B2 (general industrial) and B8 (storage or distribution) floorspace within the North East Cambridge Area Action Plan area. Proposals for redevelopment of existing industrial floorspace (B2/B8) are required to re-provide the equivalent amount of floorspace (Gross Internal Area) within the plan area in line with the 'Industrial Development Areas' set out below. Whilst the AAP does not provide any protection for existing occupiers, the Councils as corporate bodies will look to work with affected occupiers to help identify suitable alternative sites either within the NEC area or elsewhere.

### **Industrial Development Areas**

The following areas are expected to accommodate industrial intensification providing for:

**B2 – General Industrial (minimum floorspace – Gross Internal Area)**

- Cowley Road Industrial Estate (11,500 m<sup>2</sup>)
- Chesterton Sidings (700 m<sup>2</sup>)

**B8 – Storage and distribution (minimum floorspace – Gross Internal Area)**

- Cowley Road Industrial Estate (7,500 m<sup>2</sup>)
- Chesterton Sidings (3,500 m<sup>2</sup>)

Small delivery and consolidation hubs that are under 1,500 m<sup>2</sup>, will be supported outside of the identified industrial areas provided they are in accordance with **Error! Reference source not found.** and **Error! Reference source not found.**

To support this, development proposals:

- a) within Cowley Road Industrial Estate should, as a minimum, retain the equivalent amount of existing industrial (B2 and B8) floorspace on site and, where feasible, intensify the industrial use of sites
- b) within Nuffield Road Industrial Estate should re-provide the equivalent amount of industrial (B2 and B8) floorspace existing on site (Gross Internal Area) to Cowley Road Industrial Estate through the redevelopment of existing plots and / or through new development at land at the northern end of Chesterton Sidings adjacent to the Cambridge North East Aggregates Railheads (as shown in **Error! Reference source not found.**)
- c) Should relocate the existing bus depot on Cowley Road to an off-site location to facilitate the proposed redevelopment of Cowley Road Industrial Estate.

### **Principles for industrial development**

Developments should:

- Ensure that industrial floorspace is flexible and adaptable to meet current and future business needs;
- Ensure that industrial development proposals are designed to mitigate any environmental impacts in accordance with Policy 25: Environmental Protection and Policy 26: Aggregates and waste sites;
- Where over 1,000 m<sup>2</sup> net additional floorspace, provide 10% of the new floorspace to be affordable industrial workspace, subject to scheme viability. This should be secured for a minimum of 30 years at rents that are appropriate to the viability of the business;
- Ensure that design and siting of development provides an appropriate mitigation buffer around the Aggregates Railheads and relocated Waste Transfer Station to create satisfactory levels of amenity for adjacent uses and spaces.

### **Consolidation and mixed use**

Where industrial uses are provided or retained, developments should proactively intensify B2 and B8 uses through more efficient use of land than the existing industrial premises within North East Cambridge. Intensification can be achieved by:

- Horizontal or vertical extensions;
- Infill development;
- Comprehensive development of existing sites;
- achieving higher plot ratios (a minimum of 65%);
- the development of mezzanines;
- the introduction of flexible units;
- multi-storey proposals for mixed-use development schemes through vertical stacking that include other uses including employment and residential uses.

- 5.6 The strategic aspirations of the NEC AAP are to deliver c.8,350 new homes and up to 15,000 new jobs for both CCC and SCDC, without the need to encroach into the Greenbelt. Much of the space for this growth will be created through the intensification and consolidation of employment floorspace. In order to achieve this, there is likely to be significant disruption to existing businesses currently located within the NEC AAP defined area.
- 5.7 The retention of industrial uses is not always easily compatible with residential-led mixed-use schemes however market evidence suggests that mixed use development is likely to be viable in NEC<sup>8</sup>.
- 5.8 The draft NEC AAP is seeking to “ensure there is no net loss of B2 (general industrial) or B8 (storage or distribution) floorspace”. The use of ‘floorspace’ in this instance allows the Councils to consolidate these uses into a single location. The Councils identify and define the parameters on how floorspace area is determined through inclusion of ‘Gross Internal Area’. A range of additional yard space can also be provided.
- 5.9 The policy is explicitly referring to the consolidation of B2 and B8 uses, that are currently disparately located, into a single location at the Industrial Development Areas, which is likely to be viewed favourably by occupiers and developers.
- 5.10 Part A of the Industrial Development Areas references that where feasible, developments should intensify use. We would expect developers to have considered operational considerations of occupiers and viability matters in examining feasibility.<sup>9</sup> Further guidance on this could be helpful.

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<sup>8</sup> See supporting paper ‘Mixed Use Development: Overcoming barriers to delivery at North East Cambridge’, June 2020

<sup>9</sup> See Supporting paper ‘Mixed Use Development: Overcoming Barriers to Delivery at North East Cambridge’, June 2020

- 5.11 The final point to be mentioned in relation to the Industrial Development Areas is with regard to point C. It will be a requirement for the bus depot to be relocated. This is a consequence of the consolidation strategy and it is proposed that this releases the site for industrial consolidation. Point C would fit more comfortably with the proposed wording in Policy 24b.
- 5.12 Under the section Consolidation and Mixed Use, it is stated that “developments should proactively intensify B2 and B8 uses through more efficient use of land”. Similar to the comment relating to ‘where feasible’ above, guidance on what an applicant should provide to demonstrate they have *proactively* sought to intensify uses should be considered.

Policy 12.b Recommendations:

- Planning policy must not be overly onerous on applicants to ensure delivery. The Council and its legal advisers should satisfy themselves that wording relating to intensification (‘feasible’ and ‘proactively’) is aligned and defined what must be provided as part of a planning application in order to demonstrate compliance.
- Point C could be removed and incorporated into wording around Relocation as identified in Policy 24.b.

## Policy 24a: Land Assembly

5.13 The current draft policy is set out below:

### Policy 24a: Land Assembly

Where land assembly is necessary to deliver the Area Action Plan Spatial Framework for North East Cambridge and/or to achieve comprehensive development in accordance with Policy 1: A comprehensive approach at North East Cambridge, the Councils will assemble land and support other landowners and developers to do so.

The Councils will use compulsory purchase powers to assemble land where it can be demonstrated that:

- a) land assembly is the only means of achieving delivery of the Area Action Plan Spatial Framework;
- b) comprehensive redevelopment of the assembled land is in the public interest and capable of delivering a viable scheme that is development plan compliant;
- c) all reasonable attempts have been made to acquire, or secure an option over, the land/building(s) needed, through negotiation; and
- d) All other elements of policy and legislative requirements for the exercise of powers of compulsory acquisition are met.

Where compulsory purchase is necessary, applicants will be required to demonstrate how the associated costs impact upon development viability.

5.14 This policy provides additional supporting evidence of the Council's commitment to delivery. It could be incorporated within the supporting text for delivery of the spatial strategy.

## Policy 24.b – Relocation

5.15 The current draft policy is set out below:

### Policy 24.b - Relocation

The delivery of the North East Cambridge Spatial Framework proposes the redevelopment of the area, which includes some existing uses.

The AAP requires there to be no net loss in industrial floorspace (B2 and B8) through the re-provision and/or relocation of the equivalent amount of existing industrial floorspace located in Cowley Road and Nuffield Road industrial estates. See Policy 12b.

The Spatial Framework identifies the need for relocation of existing uses that need to be considered individually by virtue of protection or safeguarding policies in other parts of the development plan or by reason of the strategic significance of the use. The plan also identifies the desirability of off-site relocation of the existing minerals operation. These are as follows:

- a. Waste Transfer Station – protected as a Waste Management Area in the Cambridgeshire and Peterborough Minerals and Waste Local Plan 2036. The proposed relocation of this use preferably off-site or alternatively, and preferably as an interim site, adjacent to the Aggregates Railheads in order to facilitate the delivery of the district centre and residential development is addressed in Policies 10b, 12b, 25 and 26.
- b. Aggregates Railheads – protected as a Transport Infrastructure Area in the Minerals and Waste Local Plan 2036. Unless and until a suitable alternative off-site option for replacement railheads can be identified, the proposed approach is to retain the Aggregates Railheads in their current position is addressed in Policies 12b, 25 and 26.
- c. Bus Depot - a strategic transport use serving Greater Cambridge and is therefore to be treated as a 'ring-fenced use' providing a status similar to that of a safeguarded use. Relocation off-site is proposed in order to facilitate delivery of the plan and is addressed in Policy 12b.

5.16 The proposed wording clarifies the positions on the safe-guarded and ring-fenced uses.

5.17 However, the Relocation Policy could be more aligned or consolidated into

supporting text to support the industrial consolidation strategy set out in Policy 12.b.

- 5.18 Parts A and B have policies relating to their safeguarding elsewhere in the Development Plan so the policy's relevance in what it is setting out to achieve, is questioned. Part C refers to wording included in Policy 12.b. So overall Policy 24.b could better suited to the supporting text of another policy, such as Policy 1 or Policy 12.b.

Policy 24b Recommendations:

- Consider Removing this draft policy from the NEC AAP and provide this wording in the supporting text of the Spatial Strategy

## **6. Recommendations & Next steps**

- 6.1 In addition to refining policy, the Councils should continue to examine how they can support delivery. This is likely to require three areas of focus
1. Engaging with the market to identify future premises requirements and, where appropriate, identify and incorporate options for relocation
  2. How to use Council landholdings, financial support and statutory powers to support delivery
  3. To set the vision for the NEC and engage in Stakeholder meetings with local occupiers
- 6.2 Whilst under no obligation to engage, where existing businesses are willing, keeping lines of communication open with existing businesses will provide the best information on their future requirements. This will enable consideration to be given to whether such requirements can be accommodated for within the proposals for intensified industrial development. Where existing businesses are likely to require an off-site solution, the Councils corporately should look to support their search for alternative land or premises.
- 6.3 Some of the businesses identified as safe-guarded or 'ring-fenced' uses are not compatible with the vision for the NEC AAP. As highlighted earlier, where alternative sites can be identified these uses should be located off-site. The potential for this to be achieved via intensification/sharing of similar existing facilities, maintaining the equivalent economic function/production capacity as opposed to floorspace should be explored. As it has not been possible to identify an alternative site, interim solutions have been identified for the Waste Transfer Station and the Aggregates Railheads. It is expected that a 'Statement of Common Ground' would be agreed with key stakeholders on all three of the safeguarded/ring-fenced uses and, as referenced above, work has started to prepare these.



- 6.4 The City Council should be prepared to exert influence as a key landowner to assist in kickstarting early delivery of the project. This includes continuing to manage sites so that vacant possession can be secured when required. We would expect a close alignment between the two Councils and other public sector stakeholders, for example Cambridgeshire County Council.
- 6.5 The two Councils have committed to the delivery of the NEC AAP, including land disposal or assembly, and subject to formal adoption of the AAP in due course, to use its Compulsory Purchase Orders powers if required. It may be necessary for them to become an active landowner and development co-ordinator in order to ensure development comes forward in a co-ordinated manner and is not delayed by failure to assemble sites and equalise value.
- 6.6 We recommend the following be incorporated into future scheme development work:
1. Continue engagement with landowners who are willing to engage on relocation requirements. In particular, seek to confirm operational requirements to ensure future area requirements are clear. This will assist clarifying potential relocation options.
  2. Review laydown of proposed concept masterplan of the intensified industrial areas to ensure area designations maximise values
    - Continue viability feasibility work to ensure land input assumptions and density assumptions are aligned
    - Co-ordinate phasing assumptions with wider AAP to ensure industrial phasing can work with wider phasing plan
  3. Councils to agree appetite for investment and risk on potential delivery support options for the scheme including
    - Land Assembly, including potential use of CPO powers
    - Co-operation agreements with other promoters e.g. Colleges, U+I/Anglian Water/Homes England and areas of common ground etc
    - Public Private Partnerships

4. The authorities should undertake a piece of work to identify which privately owned sites, combined with their own could further enhance the value of existing holdings. There may be significant financial return associated with the delivery of particular land parcels which could be used to help fund the scheme.
5. Investigate how other neighbouring landowners could support this area of delivery, in particular, those that would benefit from optimising the development potential of their landholdings as a result of intensified industrial use providing an effective buffer.

## Appendix A – Definitions

- **Plot ratio** is defined as the gross floor area (GFA) on a given site, divided by the total site area. The total quantity of floorspace used in this calculation is gross floorspace across all floors. Net Floor Area is also used to calculate useable floorspace.
- **Plot coverage** is defined as the total building footprint on a given site, divided by the total site area. The quantity of floorspace used in this equation is the total of the floorspace at ground floor level only.
- **Operational yard space** is defined as the external space needed by a given industrial occupier for their core business activities. This space is typically provided by a yard (covered or uncovered) and is often used for storage, production or processing activities which directly support a business' primary activity. This includes servicing and circulation space for vehicles which enable the movement of goods related to the core business activity.

Operational yard space can be calculated as follows:

- Total site area  
Less
  - Building Footprint
  - Parking (staff & customer)
  - Green and other open (amenity) space
  - Deadspace<sup>10</sup> (redundant & required)= Operational yard space

Operational yard space is calculated as total quantum of site, not per unit.

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<sup>10</sup> defined as verges, non-accessible open space, areas behind fencing and dimensionally inaccessible spaces, and required deadspace defined as exclusion zones for safety eg. power lines, explosions and insurance.







Premises Number	Premises Name	Area	Freehold Owner	Description of Provision	Use Class Order (1987) Categorisation	Premises Floorspace (sqm) <sup>11</sup>	Operational Floorspace (sqm)
1	Merlin Place Offices	Merlin Place	Martin Dacre	1970's office	B1a	2,719	2,719
2	Orwell House Units	Orwell House and Premises	Cambridge City Council	Small business unit centre	B2/B8/A3/B1A	1,857	1,857
2	Orwell House Units	Orwell House and Premises	Cambridge City Council	Small business unit centre	A3	102	102
2	Orwell House Units	Orwell House and Premises	Cambridge City Council	Small business unit centre	B1A	629	629
2	Orwell House Units	Orwell House and Premises	Cambridge City Council	Small business unit centre	B2	616	616
2	Orwell House Units	Orwell House and Premises	Cambridge City Council	Small business unit centre	B8	510	510
3	Council Depot	Orwell House and Premises	Cambridge City Council	Council vehicle storage depot	B8	-	16,600
4	Veolia Waste Transfer Station	Cowley Road Industrial Estates	Cambridge City Council	Waste transfer station	B2	1,043	1,278
5	Coulson Building	Cowley Road Industrial Estates	Coulson Group Limited	Two storey office	B2	3,829	3,829
6	Coulson Rear Building	Cowley Road Industrial Estates	Coulson Group Limited	Garages	B8	-	1,034
7	Speedy Hire Site	Cowley Road Industrial Estates	IPM Trustees Limited	Light industrial units	B8	792	792
8	Auto Now	Cowley Road Industrial Estates	Cambridge City Council	VW Car showroom	Sui Generis (Car Showroom)	591	649
9	Cambridge Storage Site	Cowley Road Industrial Estates	Cambridge City Council	Open Storage	B8	69	69
10	Cowley Road Garage	Cowley Road Industrial Estates	Cambridge City Council	Brick clad MOT Garage	Sui Generis (Car Garage)	341	341
11	End of Cowley Road	Cowley Road Industrial Estates	Cambridge City Council	Open Storage	B8/B1a	77	2,158
11	End of Cowley Road	Cowley Road Industrial Estates	Cambridge City Council	Open Storage	B8	-	2,158
11	End of Cowley Road	Cowley Road Industrial Estates	Cambridge City Council	Open Storage	B1a	77	-
12	78 Cowley Road	Cowley Road Industrial Estates	Cambridge City Council	Open Storage	B8	-	279
13	79 Cowley Road	Cowley Road Industrial Estates	Cambridge City Council	Single Storey industrial units	B2	-	573
14	Scintacor	Cowley Road Industrial Estates	BBC Pension Trust Limited	Corrugated metal shed	B8	2,373	2,373

<sup>11</sup> Where a parcel contains floorspace of different uses classes, the overall figure is provided in the initial row and then subsequent rows provide the figures for each use class.

Premises Number	Premises Name	Area	Freehold Owner	Description of Provision	Use Class Order (1987) Categorisation	Premises Floorspace (sqm) <sup>11</sup>	Operational Floorspace (sqm)
15	Cowley Road Bus Depot	Cowley Road Industrial Estates	BBC Pension Trust Limited, Cambus	Bus Depot	B1c/B8	3,066	3,066
15	Cowley Road Bus Depot	Cowley Road Industrial Estates	BBC Pension Trust Limited, Cambus	Bus Depot	B8	1,402	1,402
15	Cowley Road Bus Depot	Cowley Road Industrial Estates	BBC Pension Trust Limited, Cambus	Bus Depot	B1c	1,664	1,664
16	Council Public Works Site	Cowley Road Industrial Estates	Compserve Limited	Shed and ancillary office	B8	937	937
17	Abbey Tyre	Cowley Road Industrial Estates	Cambridge City Council	Brick clad industrial unit / Garage	Sui Generis (Car Garage)	615	615
18	The Bike Depot	Cowley Road Industrial Estates	Outspoken Property Ltd	Industrial unit with ancillary office	B2/B1a	898	898
18	The Bike Depot	Cowley Road Industrial Estates	Outspoken Property Ltd	Industrial unit with ancillary office	B2	744	744
18	The Bike Depot	Cowley Road Industrial Estates	Outspoken Property Ltd	Industrial unit with ancillary office	B1a	154	154
19	Cowley Business Park Units (Including Rexel)	Cowley Road Industrial Estates	BBC Pension Trust Limited	Terraced industrial unit	B2/B8	2,132	2,132
19	Cowley Business Park Units (Including Rexel)	Cowley Road Industrial Estates	BBC Pension Trust Limited	Terraced industrial unit	B2	1,126	1,126
19	Cowley Business Park Units (Including Rexel)	Cowley Road Industrial Estates	BBC Pension Trust Limited	Terraced industrial unit	B8	1,006	1,006
20	Deanland House	Cowley Road Industrial Estates	Temple Quay Pension Trust Limited	3 storey office block	B1a	1,140	1,140
21	Barr Tech	Cowley Road Industrial Estates	Private Ownership	Car Garage	Sui Generis (Car Garage)	628	671
22	Vix House	Cowley Road Industrial Estates	Cranmer Estates Limited	Two Storey Office	B1a	463	463
23	Tarmac Concrete Batching Plant	Cowley Road Industrial Estates	Cambridge City Council	Concrete Batching Plant	Sui Generis (Concrete Batching Plant)	-	930
24	EMG	Car Garages on Milton Road	EMG Holdings Limited	Kia / Mazda Showroom	Sui Generis (Car Showroom)	4,733	4,733
25	Vindis	Car Garages on Milton Road	Gaches Cook Limited	VW Showroom	Sui Generis (Car Showroom)	823	823
26	Milton Road Land Parcels	Car Garages on Milton Road	Highways England Company Limited	Highway verge	0	-	-
27	Dencora Industrial Unit 1	Nuffield Road Industrial Estate	Dencora Trinity LLP	Small business Centre single storey industrial units	B2	330	330
28	Dencora Industrial Unit 2	Nuffield Road Industrial Estate	Dencora Trinity LLP	Small business Centre single storey industrial units	B8/B1a	893	893
28	Dencora Industrial Unit 3	Nuffield Road Industrial Estate	Dencora Trinity LLP	Small business Centre single storey industrial units	B8	358	358

Premises Number	Premises Name	Area	Freehold Owner	Description of Provision	Use Class Order (1987) Categorisation	Premises Floorspace (sqm) <sup>11</sup>	Operational Floorspace (sqm)
28	Dencora Industrial Unit 4	Nuffield Road Industrial Estate	Dencora Trinity LLP	Small business Centre single storey industrial units	B1a	534	534
29	Dencora Office Unit 1	Nuffield Road Industrial Estate	Dencora Trinity LLP	Industrial Unit	B1a	150	150
30	Dencora Office Unit 2	Nuffield Road Industrial Estate	Dencora Trinity LLP	Industrial Unit	B1a	199	199
31	Graphic Art Cambridge	Nuffield Road Industrial Estate	Dencora Trinity LLP	Industrial Unit	B2	2,312	2,319
32	Grifols/RP Fitness	Nuffield Road Industrial Estate	Dencora Trinity LLP	Industrial Unit	B8	1,360	1,360
33	Synoptics	Nuffield Road Industrial Estate	Cambridge City Council	Warehouse converted/extended to office	B1a	624	624
34	Robert Davies Court Units	Nuffield Road Industrial Estate	Cambridge City Council	Single Storey warehouse unit	B8/B2	921	921
34	Robert Davies Court Units	Nuffield Road Industrial Estate	Cambridge City Council	Single Storey warehouse unit	B8	806	806
34	Robert Davies Court Units	Nuffield Road Industrial Estate	Cambridge City Council	Single Storey warehouse unit	B2	115	115
35	Ridgeons Site	Nuffield Road Industrial Estate	Cambridge City Council	Builders Merchants	Sui Generis (Trade Counter)	5,560	7,929
36	9 Nuffield Road	Nuffield Road Industrial Estate	Cambridge City Council	Industrial Unit	B2	1,431	1,431
37	Gripfixings Building	Nuffield Road Industrial Estate	Cambridge City Council	Industrial Unit	B2	1,448	1,448
38	Howdens	Nuffield Road Industrial Estate	Cambridge City Council	Industrial Unit	B8	907	907
39	6 Nuffield Close	Nuffield Road Industrial Estate	Cambridge City Council	Industrial Unit	B2	765	765
40	CTD Tiles Building	Nuffield Road Industrial Estate	Cambridge City Council	Industrial Unit	B2/B8	914	914
40	CTD Tiles Building	Nuffield Road Industrial Estate	Cambridge City Council	Industrial Unit	B2	622	622
40	CTD Tiles Building	Nuffield Road Industrial Estate	Cambridge City Council	Industrial Unit	B8	292	292
41	COEL Building	Nuffield Road Industrial Estate	Cambridge City Council	Industrial Unit	B8	570	570
42	12 Nuffield Road	Nuffield Road Industrial Estate	Cambridge City Council	Industrial Unit	B8	1,760	1,760
43	Tarmac Aggregates Site	Chesterton Partnership Area	Network Rail	Aggregates / Rail yard	B2	-	15,165
<b>Total</b>	-	-	-	-	-	<b>49,270</b>	<b>88,644</b>

## Appendix C – B2/B8 Plot Ratio Analysis

B2/B8 Uses only

Land Registry and VOA data used where held. GLH estimates used where gaps exist.

Data confirm wide variations around the average

Premises Number	Premises Name	Area	Premises Floorspace (sqm)	Operational Floorspace (sqm)	Land Registry Parcel Area (Ha)	Land Registry Parcel Area (sq m)	VOA Building Footprint (sq m)	VOA Building Floorspace (sq m)	VOA Non Ground Floor Space (sq m)	VOA Implied Storey Height	GLH Parcel Area (Ha)	GLH Parcel Area (sq m)	Consolidated Area Data Parcel Area (Ha)	Consolidated Area Data Parcel Area (sq m)	Plot Ratio Building Floorspace / Parcel Area
2	Orwell House Units	Orwell House and Premises	1,857	1,857	7.52	75,175	1,253	1,857	604	1.5	0.97	9,702	0.97	9,702	19%
3	Council Depot	Orwell House and Premises	0	16,600	-	-	-	-	-	1.0	6.54	65,400	6.54	65,400	0%
4	Veolia Site	Cowley Road Industrial Estates	1,043	1,278	3.20	32,026	915	1,043	127	1.1	0.85	8,470	0.85	8,470	12%
5	Coulson Building	Cowley Road Industrial Estates	3,829	3,829	1.22	12,150	1,898	3,829	1,931	2.0	0.87	8,713	1.22	12,150	32%
6	Coulson Rear Building	Cowley Road Industrial Estates	0	1,034	-	-	-	-	-	1.0	-	-	0.00	-	
7	Speedy Hire Site	Cowley Road Industrial Estates	792	792	0.22	2,172	439	792	353	1.8	0.21	2,096	0.22	2,172	36%
9	Cambridge Storage Site	Cowley Road Industrial Estates	69	69	-	-	69	69	-	1.0	0.17	1,690	0.17	1,690	4%
11	End of Cowley Road	Cowley Road Industrial Estates	77	2,158	-	-	77	77	-	1.0	0.08	782	0.08	782	10%
12	78 Cowley Road	Cowley Road Industrial Estates	0	279	-	-	-	-	-	1.0	0.04	402	0.04	402	0%
13	79 Cowley Road	Cowley Road Industrial Estates	0	573	-	-	-	-	-	1.0	0.23	2,269	0.23	2,269	0%
14	Scintacor	Cowley Road Industrial Estates	2,373	2,373	0.71	7,129	1,636	2,373	737	1.5	0.68	6,762	0.71	7,129	33%



Premises Number	Premises Name	Area	Premises Floorspace (sqm)	Operational Floorspace (sqm)	Land Registry Parcel Area (Ha)	Land Registry Parcel Area (sq m)	VOA Building Footprint (sq m)	VOA Building Floorspace (sq m)	VOA Non Ground Floor Space (sq m)	VOA Implied Storey Height	GLH Parcel Area (Ha)	GLH Parcel Area (sq m)	Consolidated Area Data Parcel Area (Ha)	Consolidated Area Data Parcel Area (sq m)	Plot Ratio Building Floorspace / Parcel Area
15	Stagecoach Site	Cowley Road Industrial Estates	3,066	3,066	1.09	10,872	3,066	3,066	-	1.0	1.07	10,650	1.09	10,872	28%
16	Council Public Works Site	Cowley Road Industrial Estates	937	937	0.14	1,403	623	937	314	1.5	0.14	1,417	0.14	1,403	67%
18	The Bike Depot	Cowley Road Industrial Estates	898	898	0.14	1,364	558	898	340	1.6	0.14	1,351	0.14	1,364	66%
19	Cowley Business Park Units (Including Rexel)	Cowley Road Industrial Estates	2,132	2,132	0.39	3,931	1,737	2,132	395	1.2	0.37	3,737	0.39	3,931	54%
31	Graphic Art Cambridge	Nuffield Road Industrial Estate	2,312	2,319	-	-	2,087	2,312	225	1.1	-	-	-	-	-
32	Grifols/RP Fitness	Nuffield Road Industrial Estate	1,360	1,360	-	-	1,322	1,360	38	1.0	-	-	-	-	-
34	Robert Davies Court Units	Nuffield Road Industrial Estate	921	921	2.40	23,992	833	921	87	1.1	0.26	2,588	2.40	23,992	4%
36	9 Nuffield Road	Nuffield Road Industrial Estate	1,431	1,431	-	-	965	1,431	467	1.5	0.20	2,038	0.20	2,038	70%
37	Gripfixings Building	Nuffield Road Industrial Estate	1,448	1,448	-	-	1,448	1,448	-	1.0	0.24	2,399	0.24	2,399	60%
38	Howdens	Nuffield Road Industrial Estate	907	907	-	-	877	907	29	1.0	0.19	1,935	0.19	1,935	47%
39	6 Nuffield Close	Nuffield Road Industrial Estate	765	765	-	-	694	765	71	1.1	0.13	1,319	0.13	1,319	58%
40	CTD Tiles Building	Nuffield Road Industrial Estate	914	914	-	-	794	914	120	1.2	0.28	2,780	0.28	2,780	33%
41	COEL Building	Nuffield Road Industrial Estate	570	570	-	-	570	570	-	1.0	0.22	2,214	0.22	2,214	26%

Premises Number	Premises Name	Area	Premises Floorspace (sqm)	Operational Floorspace (sqm)	Land Registry Parcel Area (Ha)	Land Registry Parcel Area (sq m)	VOA Building Footprint (sq m)	VOA Building Floorspace (sq m)	VOA Non Ground Floor Space (sq m)	VOA Implied Storey Height	GLH Parcel Area (Ha)	GLH Parcel Area (sq m)	Consolidated Area Data Parcel Area (Ha)	Consolidated Area Data Parcel Area (sq m)	Plot Ratio Building Floorspace / Parcel Area
42	12 Nuffield Road	Nuffield Road Industrial Estate	1,760	1,760	2.16	21,555	1,455	1,760	305	1.2	0.58	5,761	2.16	21,555	8%
43	Tarmac Aggregates Site	Chesterton Partnership Area	0	15,165	-	-	-	-	-	1.0	1.81	18,120	1.81	18,120	-
-	<b>Total</b>	-	<b>29,461</b>	<b>65,436</b>	<b>19.18</b>	<b>191,769</b>	<b>23,316</b>	<b>29,461</b>	<b>6,145</b>	-	<b>16</b>	<b>162,596</b>	<b>20</b>	<b>293,117</b>	-
-	<b>Ratio (premises / operational floorspace)</b>	-	<b>45%</b>	-	-	-	-	-	-	-	-	-	-	-	-
-	<b>Excluding Trinity Hall Industrial Estate (remains in site)</b>	-	<b>25,788</b>	<b>61,756</b>	-	-	-	-	-	-	-	-	-	-	-
-	-	-	<b>42%</b>	-	-	-	-	-	-	-	-	-	-	-	-
-	<b>Excluding Trinity Hall, Chesterton Partnership &amp; Safe-guarded, Ring-fenced and council depot sites</b>	-	<b>19,823</b>	<b>23,790</b>	-	-	-	-	-	-	-	-	-	-	-
-	-	-	<b>83%</b>	-	-	-	-	-	-	-	-	-	-	-	-
-	<b>Mean plot ratio</b>	-	-	-	-	-	-	-	-	-	-	-	-	-	<b>30%</b>
-	<b>Median plot ratio</b>	-	-	-	-	-	-	-	-	-	-	-	-	-	<b>30%</b>
-	<b>Mean plot ratio, excluding Trinity Hall</b>	-	-	-	-	-	-	-	-	-	-	-	-	-	<b>30%</b>
-	<b>Mean plot ratio Excluding Trinity Hall, Safeguarded, Ring-fenced and Council depot</b>	-	-	-	-	-	-	-	-	-	-	-	-	-	<b>34%</b>

## Appendix D – Proposed Capacity Assumption Audit

### Proposed illustration of space available for Yard Space within Emerging Capacity Assumptions

Parcel Ref	A4 (Total)	A4 (Part)	B1	B2
Parcel Name	Chesterton Sidings (all)	Chesterton Sidings (employment)	Cowley Road North	Cowley Road South
Housing Units	380	-	-	450
Housing - Av. Size (sq m)	80	-	-	80
Total Housing Space (sq m)	30,400	-	-	36,000
Offices (sq m)	14,000	-	-	5,000
Industrial (sq m)	4,200	4,200	9,000	10,100
Total Floorspace (net)	48,600	-	-	51,100
Total Floorspace (gross)	60,750	4,200	9,000	63,875
Height (Storey)	4	1	1	6
Building Footprint	15,188	4,200	9,000	11,614
Net Developable Area	37,880	6,300	15,487	42,233
Non-built Floorspace	22,693	2,100	6,487	30,620
Less	-	-	-	-
Car Parking	4,209	-	-	2,223
Neighbourhood Open Spaces	3,788	-	-	11,723
Residual Space	14,696	-	-	16,674
Residual space as % of NDA	39%	-	-	39%
Yard Space Allowance	2,310	2,100	6,487	5,555
Industrial Plot Ratio	65%	67%	58%	65%
Residual	12,386	-	-	11,119
	33%	-	-	26%
<b>Total Industrial Floorspace</b>	-	<b>23,300</b>	-	-
<b>Total Indicative Yard Space Allowance</b>	-	<b>14,142</b>	-	-
<b>Indicative Plot Ratio</b>	-	<b>62%</b>	-	-
Extended Yard Space (indicative)	-	25,894	-	-
Illustrative Plot Ratio	-	47%	-	-

