



To: Executive Councillor for Planning Policy and Transport

Report by: Joint Director of Planning and Economic Development for Cambridge and South Cambridgeshire

Relevant scrutiny committee: Development Plan Scrutiny Sub Committee 25 January 2017

Wards affected: Abbey, Arbury, Castle, East Chesterton, King's Hedges, Market, West Chesterton.

## Mitcham's Corner Development Framework

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### Not a Key Decision

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#### 1. Executive summary

- 1.1. The City Council as the Local Planning Authority has been working in partnership with local stakeholders to prepare a framework for change in the Mitcham's Corner Opportunity Area. This has resulted in the development of the draft Mitcham's Corner Development Framework which was approved for public consultation at Development Plan Scrutiny Sub Committee on 21 July 2016. Public consultation on the draft Development Framework was carried out over a 6 week period between 5 September to 17 October 2016.
- 1.2. The Development Framework supports Policy 21: Mitcham's Corner Opportunity Area as set out in the Cambridge Local Plan 2014: Proposed Submission. The Development Framework is necessary to ensure that future development in the area is appropriate to its context and delivers the aspirations as set out in the emerging Local Plan. The Development Framework will provide greater certainty and detail to support delivery of development in the coming years.
- 1.3. A list of the Key Issues raised by the representations is set out in Appendix A. Appendix B provides summaries of the representations received to the draft Development Framework and sets out the Council's proposed responses.
- 1.4. As a result of consultation, a number of amendments are proposed to the Development Framework and are set out in Appendix C as a tracked changes version of the Development Framework.

- 1.5. Appendix D provides a Statement of Consultation, which summarises the consultation process, key issues and changes to the draft Development Framework.
- 1.6. The emerging Local Plan is still at examination stage, which means that the Council is unable to adopt the Mitcham's Corner Development Framework document as a Supplementary Planning Document (SPD) until the Local Plan has been found sound and adopted. In the interim, prior to adoption of the document as an SPD, the Mitcham's Corner Development Framework provides context and guidance as material consideration in the planning process.

## **2. Recommendations**

- 2.1 This report is being submitted to the Development Plan Scrutiny Sub-Committee for prior consideration and comment before decision by the Executive Councillor for Planning Policy and Transport.
- 2.2 The Executive Councillor is recommended:
  - To agree the responses to the representations received during public consultation and the consequential amendments proposed to the Mitcham's Corner Development Framework (see Appendices B and C);
  - To approve the Mitcham's Corner Development Framework (Appendix C) in anticipation of the adoption of the Local Plan, and to agree that it should be carried forward for adoption as a Supplementary Planning Document at the same time as the Local Plan.

## **3. Background**

- 3.1 The Mitcham's Corner Development Framework has been prepared to support Policy 21: Mitcham's Corner Opportunity Area of the Cambridge Local Plan 2014: Proposed Submission.
- 3.2 The document takes forward the vision set out in the emerging Local Plan and establishes a series of strategic objectives for the area, which collectively form the basis of the Development Framework. The document includes a high level concept to sever the existing gyratory system and explores the benefits of the reallocation of road space, including the potential for a new public space and enhanced social, economic and community functions. Planning and design guidance for the area as a whole is also set out along with specific guidance for two key sites within the Opportunity Area: Henry Giles House (Housing allocation R4) and the Staples Site.

- 3.3 A number of discussions and workshops were held with stakeholders to guide the development of the document and included interactions with members and officers of the City Council, the Friends of Mitcham's Corner, local businesses, landowners' agents, the Chesterton Road and Mitcham's Corner Coordinator and Cambridgeshire County Council. These discussions and workshops assisted in the formulation of the draft Development Framework.
- 3.4 On 23 June 2015, a joint workshop was organised at the Victoria Homes Pavilion by the City Council and the Friends of Mitcham's Corner to consider key issues, principles, objectives and ideas. A total of 40 people attended from a variety of groups. This workshop generated high quality feedback. Findings from this workshop can be found in the *Mitcham's Corner Opportunity Area Planning for Real Workshop: Event Record*<sup>1</sup>.
- 3.5 A workshop was also held at the Guildhall in Cambridge on 9-10 February 2016. The workshop included senior officers from the County and City Councils, as well as consultants and specialists involved in the City Deal transport proposals. Findings from this can be found in the *Mitcham's Corner - Reviving a key district centre within an improved transport network report*<sup>2</sup>.
- 3.6 The Development Framework has also been guided by a Steering Group comprised of local ward councillors, the county councillor for West Chesterton, a representative of the Friends of Mitcham's Corner, and City and County Council officers.
- 3.7 The draft Mitcham's Corner Development Framework was considered by Development Plan Scrutiny Sub Committee on 21 July 2016. Consultation on the Development Framework took place between 5 September and 17 October 2016.

### Public Consultation

- 3.8 After being approved for public consultation at Development Plan Scrutiny Sub Committee (DPSSC) on 21 July 2016, the draft Development Framework was the subject of public consultation for six weeks between 5 September and 17 October 2016. This was in compliance with the consultation standards set out in the Council's Statement of Community Involvement and in accordance with the Town and Country Planning (Local Development) (England) Regulations 2004 (as amended). Notification of the start of

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<sup>1</sup> <https://www.cambridge.gov.uk/mitchams-corner-spd>

<sup>2</sup> <https://www.cambridge.gov.uk/mitchams-corner-spd>

consultation was sent to statutory and other consultees and consultation material was published on the Council's webpages. Further details on the consultation can be found in Appendix D: Statement of Consultation.

3.9 The Council held two public exhibitions for people wishing to ask any questions, raise any comments or talk to council officers. Dates and venues for these exhibitions are listed below:

- Wednesday 14 September 2016, 3pm to 8pm at Victoria Homes Pavilion, Victoria Road.
- Wednesday 5 October 2016, 3pm to 8pm at Victoria Homes Pavilion, Victoria Road.

3.10 Documents relating to the consultation were also available to view in the Council's Customer Service Centre at Mandela House and at Milton Road Library.

3.11 The draft Development Framework and its supporting documents remain available on the Council's website at: <https://www.cambridge.gov.uk/mitchams-corner-spd>

### Results of the Consultation

3.12 At the end of the consultation period, a total of 302 separate representations were received, made by 69 respondents, of which 96 representations (32%) were supportive and the remainder, 200 (68%) were objections. However, these numbers do not represent a fair reflection of the large number of positive comments received, as some representations were made in support of a general paragraph/statement/plan within the document, but requested the addition of further information/clarification or minor amendments, and therefore had to be registered as an objection.

3.13 Many representations received were very positive. In particular, the Friends of Mitcham's Corner were supportive of the production of the Development Framework. The aspirations to remove the gyratory, improve pedestrian and cycle connections and create a new public space were also generally well received.

3.14 The overall vision and strategic objectives set out in figure 5 of the Development Framework generated a number of wide ranging responses, with some respondents calling for broader issues to be acknowledged within the strategic objectives including:

- Emphasis on the need for affordable housing for local people;

- Limiting student and aparthotel accommodation; and
- The need for the Park and Ride bus to stop within the area.

3.15 Chapter 3 of the Development Framework, generated the most responses, with many comments supporting the principle for severing/undoing the gyratory and creating a low speed environment to restore the balance between pedestrians/cyclists and vehicles. Difficulties encountered by cyclists and pedestrians using the existing gyratory were mentioned in many responses. However, some respondents were concerned that undoing the gyratory would make conditions worse for vehicles, decrease junction capacity and cause congestion. Some respondents expressed opinions of the concept of an integrated highway design raising safety issues, and some were sceptical about the Frideswide Square precedent included. Comments on the potential to create a new public space were positive, with a strong desire to physically green the area through landscape and trees.

3.16 A summary of the key issues, proposed responses and suggested changes are outlined in the table below. Key issues are also provided in Appendix A: Key Issues. Representations and the Council's responses are provided in Appendix B to this report. The tracked changes version of the Development Framework is provided in Appendix C of this report.

| <b>KEY ISSUE 1: Integrated highway design and safety concerns</b> |  |
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| Concerns  | Many responses supported the principle of removing the existing gyratory system and creating a low speed environment. However, some respondents expressed opinions that the desire to create an integrated highway solution would lead to no segregation for cycles. Some respondents were sceptical about the Frideswide Square example contained within the document expressing safety concerns regarding shared space schemes generally.  |
| Response  | <p>A key objective for remodelling the gyratory system is to improve safety and comfort for all modes, especially pedestrians, cyclists and those with disabilities. This is reflected under Section 3.4, paragraph 3.4.2 of the Development Framework.</p> <p>Shared space is not a one size fits all approach and needs to be tailored to the specific circumstance including an understanding of all modal flows. Any emerging scheme for the remodelling of the gyratory whether a shared space concept or not, would need to go through the County Council as Highway Authority for safety audit. The intention of figures 31-33 is to demonstrate one way in which a previously traffic dominated set of junctions have been remodelled to achieve a better balance between pedestrians, cyclists and motor vehicles. As such it is not a demonstration of final proposals for Mitcham's Corner.</p> |

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|   | The degree of segregation between pedestrians, cycles and vehicles will be considered as part of any subsequent design stage. The Development Framework sets out the importance that the next phase of design work is based upon a thorough understanding of all modes, not just traffic. It is recommended that detailed pedestrian and cycle usage patterns/behaviour is captured to inform further detailed design work. Any future change to the highway layout will require consultation with relevant stakeholders such as disability groups.  |
| Change to document  | The Development Framework has been amended to reflect the need to collect people data regarding pedestrian and cycle usage pattern/behaviour. See additional text added after paragraph 3.3.13 and chapter 5 of the Development Framework.   |
| <b>KEY ISSUE 2: Junction capacity and congestion concerns</b> |  |
| Concerns  | Some respondents felt that undoing the gyratory and returning streets back to two way flows would make conditions worse for vehicles and cause congestion. An increase in junction capacity was suggested.   |
| Response  | <p>The conceptual layout for remodelling the gyratory system as illustrated in figure 27 has been subject to an initial traffic modelling work by the County Council to assess the likely impacts. Findings from this can be found in the <i>Mitcham's Corner Paramics Model – Initial Option Testing</i><sup>3</sup>.</p> <p>The outcomes of the initial modelling suggest that severing the gyratory layout would lead to increased queues on the Milton Road approach at AM peak time (08:00-09:00) with all other approaches performing reasonably well.</p> <p>However, traffic modelling should not be considered as the sole decision making tool and other factors would need to be taken into account when determining any future changes to the highway layout, such as the need to achieve a better balance between 'traffic' functions and 'place' functions, which the modelling report acknowledges. Furthermore, the modelling is based on current conditions and has yet to consider future changes in travel demand, future growth and other highway network measures that may be delivered through the City Deal programme.</p> <p>As a designated Opportunity Area within the emerging Local Plan (2014), which also contains a District Centre, the streets also have an equally important 'place' function, as a destination where people visit and are encouraged to spend time. It is considered that by making the area more enjoyable, safer, easier to get to and move around, that these improvements would enhance social, economic and community functions. The Development Framework therefore seeks to better balance the traffic function and the place-making potential of the area.</p> <p>Ultimately, any changes in highway layout would need the support of the City Deal. It is planned that City Deal officers would continue to work in partnership with City Council officers to:</p> |

<sup>3</sup> <https://www.cambridge.gov.uk/mitchams-corner-spd>

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|  | <ul style="list-style-type: none"> <li>• Explore in more detail the implication of the conceptual layout to sever/remove the existing gyratory;</li> <li>• Collect people data – capture detailed pedestrian and cycle usage patterns/behaviour to inform any further detailed design work;</li> <li>• Consider how best to balance the ‘movement’ and ‘place’ functions;</li> <li>• Factor in other potential City Deal measures that would influence Mitcham’s Corner.</li> </ul> <p>The outcomes of this work would inform the scope of future City Deal work within the tranche 2 programme, and inform any future potential City Deal financial contributions based on City Deal objectives in support of other contributions from developers and the City Council.</p> |
| Change to document   | The Development Framework has been updated to reflect to the initial traffic modelling work undertaken by the County Council. See paragraphs 3.3.9, and chapter 5 of the Development Framework.  |
| <b>KEY ISSUE 3: Relationship with City Deal</b>            |  |
| Concerns   | Many respondents questioned the relationship of the aspirations set out in the Development Framework with the City Deal schemes for Milton Road. There was a desire for the Mitcham’s Corner gyratory system to be included within City Deal proposals.  |
| Response   | Ultimately any changes in the highway layout would need the support of the City Deal. A number of other proposals have emerged during the City Deal Tranche 1 project development process, including Mitcham’s Corner. There are commitments to consider these as part of the Tranche 2 prioritisation process. It is planned that City Deal officers would continue to work in partnership with the City Council.   |
| Change to document   | The Development Framework has been updated to reflect City Deal progress and clarify the partnership approach between Cambridgeshire County Council and Cambridge City Council. See paragraphs 3.3.12, 3.3.13 and chapter 5 of the Development Framework.  |
| <b>KEY ISSUE 4: Student accommodation and apart-hotels</b> |  |
| Concerns   | Consultation revealed a concern that student accommodation and aparthotels are eroding community cohesion and that the Development Framework should address the need for affordable residential accommodation for local people.  |
| Response   | The Mitcham's Corner Development Frameworks is intended to provide additional guidance for the determination of planning applications within the Opportunity Area in accordance with Policy 21: Mitcham's Corner Opportunity Area of the Cambridge Local Plan 2014. Once adopted the Development Framework will be a material consideration in the determination of planning applications. Any development that comes forward must not only comply with the Development Framework, but the overarching policies of the Local Plan 2014, including the affordable housing policy. Policy 46 in the emerging Local Plan (2014) addresses student accommodation. The Council has recently completed an assessment of student  |

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|  | housing demand and supply in Cambridge. As a result of this assessment, a number of modifications are proposed to the emerging Local Plan to address a range of issues with student accommodation. A hearing session on the proposed student accommodation policy is likely to take place during 2017. Policy 77: Development and expansion of hotels addresses aparthotels. This policy has not yet been subject to discussion as part of the examinations. Planning applications for these uses will be considered on their merits against policies in the Local Plan.  |
| Change to document   | No suggested change to the Development Framework.   |
| <b>KEY ISSUE 5: Car parking to support the District Centre</b> |   |
| Concerns   | Some respondents considered that a better provision of car parking is required to support the commercial viability of businesses within the area.   |
| Response   | Consultation revealed a desire to improve car parking and cycle parking provision within Mitcham's Corner. Therefore an additional design element has been added under section 3.5 Key design principles to read 'Explore opportunities for well integrated on street parking for vehicles and cycles, using landscape to enclose and mark groups of spaces'. The specific location of car and cycle parking will need to be considered at the detailed design stage for any remodelling of the existing gyratory system.   |
| Change to document   | An additional design element has been added under section 3.5 of the Development Framework on key design principles to read 'Explore opportunities for well integrated on street parking for vehicles and cycles, using landscape to enclose and mark groups of spaces'.  |
| <b>KEY ISSUE 6: Bus provision</b>                              |   |
| Concerns   | A number of representations were received expressing concerns regarding the existing bus provision and the need for Park & Ride services to stop within the area.   |
| Response   | The provision of bus services within the area is the remit of Cambridgeshire County Council and Stagecoach and is therefore beyond the scope of the Development Framework. However, discussions and projects are on-going between the County Council and City Deal with regard to public transport provision. The Council does recognise that existing bus stops are poorly integrated and confusing within the Mitcham's Corner Opportunity Area. Therefore the Development Framework seeks that bus stops are well located as part of any future redesign of the gyratory system. This is reflected under Section 3.4, paragraph 3.4.2 of the Development Framework which sets out specific objectives for remodelling the gyratory system. |
| Change to document   | No suggested change to the Development Framework.   |
| <b>KEY ISSUE 7: Building heights – Henry Giles House</b>       |   |
| Concern  | Two main issues emerged from the consultation regarding the range of buildings heights suggested for Henry Giles House on figure 52 of the Development Framework:<br>a) Some representations expressed concerns the building  |

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|  | <p>heights shown on figure 57 would cause overshadowing and that 4 and 5 +1 storeys are unsuitable given surrounding building heights.</p> <p>b) Respondents on behalf of the Telereal Trillium suggested an uplift in the building heights shown on figure 57 to maximise the opportunities of the site.</p>  |
| Response                                     | <p>a) The heights indicated on Figure 52: Development Principles for Henry Giles House have been informed by a comprehensive townscape analysis of the area and the Council's own 3D model and have been developed to respond to the varied edges of the site to ensure a well design scheme that fits into its context. Any proposals that seek to break this guidance will need to be tested in a robust way, and applicants will need to demonstrate through accurate 3D computer modelling that their proposals will not unduly impact upon the surrounding context in line with emerging Cambridge Local Plan (2014) Policy 55. Any development over 4 storeys (13m) will automatically trigger the need to assess the criteria set out within emerging Local Plan (2014) Policy 60: Tall buildings and the skyline in Cambridge.</p> <p>b) The impact of the development on the amenity of existing properties (including overshadowing, overlooking and overbearing impacts) will be considered and assessed in the event of a planning application being submitted. Notwithstanding, a new paragraph has been added to the Development Framework after paragraph 4.3.13 to state 'All new buildings should respect the amenity of surrounding existing properties. Applicants will be expected to produce shadow studies at different times of the year to demonstrate that proposals do not have an adverse amenity impact on existing houses and gardens adjacent to the Henry Giles House site.</p> |
| Change to document                           | <p>(a) No suggested change.</p> <p>(b) New paragraph added after 4.3.13 of the Development Framework requesting applicant to demonstrate that proposals do have an adverse amenity impact on the existing houses and gardens adjacent to the site.</p>   |
| <b>KEY ISSUE 8: Tivoli and Barclays Bank</b> |  |
| Concern                                      | Some respondents felt that the Development Framework should provide specific guidance for Tivoli and Barclays Bank site.   |
| Response                                     | <p>Given the limited size and the constrained nature of the Tivoli site it is not considered appropriate to visually articulate redevelopment opportunities in the same way as the site specific guidance for Staples and Henry Giles House.</p> <p>However the council recognises the potential development opportunities along the southern boundary of the Opportunity Area adjacent to the River Cam. These opportunities have been articulated on Figure 44: Composite plan, which does provide some level of guidance for both the Barclays and Tivoli site, in addition to</p>  |

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|                    | <p>the general and planning design guidance set out in Chapter 4. Notwithstanding this, the objective to improve connections to the river has been further clarified in Chapter 4 of the Development Framework, with further explanatory text added after paragraph 4.2.6 (entitled 'promoting connection to the river'). In addition, further explanation has been provided with regards to 'Remnants of the historic high street' development principle contained on Figure 44. This text has been added after paragraph 4.2.14.</p> <p>Collectively, the Council considers these above amendments to the Development Framework alongside emerging local plan (2014) policies 40, 41, 55, 56, 57, 72 and 76 provide appropriate guidance for future development for the Tivoli, Barclays site and any other site which may come forward within the Opportunity Area.</p> |
| Change to document | <p>Additional explanatory text has been added after paragraph 4.2.6 entitled 'promoting connection to the river'. In addition, further explanation has been provided with regards to 'Remnants of the historic high street' development principle contained on Figure 44. This has been added after paragraph 4.2.14 of the Development Framework.</p>   |

3.17 Officers have worked through all representations submitted to the consultation and drafted responses. Summaries of all representations and proposed responses with recommended changes to the Development Framework are set out in Appendix B to this report.

### Next Steps

3.18 Subject to approval by the Executive Councillor, the Council's responses to representations will be published on the Council's Mitcham's Corner Development Framework website: <https://www.cambridge.gov.uk/mitchams-corner-spd>.

3.19 The emerging Local Plan is still being examined. The Council is unable to adopt the Development Framework as an SPD until the Local Plan has been found sound and adopted. In the interim period, prior to adoption of the SPD, the Development Framework provides context and guidance as material consideration in the planning process.

3.20 If any further changes are made to relevant policies within the emerging Local Plan 2014 prior to its adoption, these will be reflected as necessary in the Development Framework prior to its publication.

## 4. Implications

### (a) Financial Implications

- 4.1 There is no significant direct staffing or procurement issues arising from this report. Staffing resources are already committed through the budget and service plan process.

### (b) Staffing Implications (if not covered in Consultations Section)

- 4.2 There are no direct staffing implications arising from this report. The development of the Development Framework is already included in existing work plans.

### (c) Equality and Poverty Implications

- 4.3 An Equalities Impact Assessment was undertaken as part of the preparation of the Development Framework. It was made available as part of the public consultation.. In the long-term, it is envisaged that the Mitcham's Corner Development Framework will have positive equality or poverty implications.
- 4.4 The Mitcham's Corner Development Framework will, in the long term, have a positive effect on disabled people. This positive effect will be produced by improvements to the public realm within the Mitcham's Corner area and the potential for improved junctions and road crossings making travel across the area safer and less complicated.
- 4.5 In the short term, people with visual impairments may be impacted upon whilst improvements to the public realm are undertaken. Impacts could include the positioning of building equipment and items left on the pavements during the construction stage and the adaption needed to navigate a new road layout once improvements are completed. These issues however, will be discussed and dealt with at the planning application stage in consultation with the Disability Consultative Panel in order to minimise the impact on the visually impaired.

### (d) Environmental Implications

- +M: The Mitcham's Corner Development Framework has the opportunity to improve traffic flow in the Mitcham's Corner area. This could improve pollution levels in the immediate and surrounding areas.
- +M: The Mitcham's Corner Development Framework provides area wide guidance on sustainable design and construction to improve the environmental sustainability of new development within the

Opportunity Area issues addressed in the Development Framework include:

- Health and well-being of future residents;
- Energy efficiency of new buildings,
- Design for climate change;
- Water use;
- Flood mitigation and sustainable drainage;
- Use of materials and resources;
- Waste and recycling;
- Pollution;
- Transport and mobility.

4.6 The guidance contained within the Development Framework follows the principles of sustainable development as set out in the National Planning Policy Framework (NPPF).

4.7 The Development Framework is compliant with, and must be read alongside, the emerging Local Plan (when adopted). The emerging Local Plan includes sustainability and environmental policies that must be complied with as part of the development management process such as: water management, energy efficiency, renewable energy and flood risk.

(e) **Procurement**

4.8 There are no direct procurement implications arising from this report.

(f) **Consultation and communication**

4.9 The consultation and communication arrangements for the Development Framework were carried out in line with the Council's Statement of Community Involvement 2013 and Code for Best Practice on Consultation and Community Engagement.

4.10 Further information regarding the consultation process can be found in Appendix D: Statement of Consultation.

(g) **Community Safety**

4.11 The Mitcham's Corner Development Framework will benefit community safety by providing guidance to remove or revise the existing gyratory, improve crossings for pedestrians and cyclists and by reducing conflict between vehicles, cyclist and pedestrians.

## 5. Background papers

These background papers were used in the preparation of this report:

- Cambridge Local Plan 2014: Proposed Submission (as amended) - <https://www.cambridge.gov.uk/local-plan-review-proposed-submission-consultation>
- Cambridge City Council – Statement of Community Involvement: <https://www.cambridge.gov.uk/statement-of-community-involvement>
- Mitcham’s Corner Development Framework background documents can be found at: <https://www.cambridge.gov.uk/mitchams-corner-spd>

The documents include:

- Habitats Regulations Assessment Screening Report;
- Sustainability Appraisal Screening Report;
- Equalities Impact Assessment;
- Mitcham’s Corner Opportunity Area Planning for Real Workshop Event Record;
- Mitcham’s Corner – Reviving a key district centre within an improved transport network, produced by Ben Hamilton-Baillie;
- Mitcham’s Corner Paramics Model – Initial Option Testing, produced by WSP for Cambridgeshire County Council.

## 6. Appendices

- Appendix A: Key Issues
- Appendix B: Schedule of Representations and the Council’s Responses.
- Appendix C: Tracked Changes Amendments to the Mitcham’s Corner Development Framework
- Appendix D: Statement of Consultation.

## 7. Inspection of papers

To inspect the background papers or if you have a query on the report please contact:

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