

Mitcham's Corner Draft Development Framework Statement of Consultation



Background

The City Council as the Local Planning Authority began developing a draft Development Framework in consultation with the local community, Members of the City and County Councils, landowners and other stakeholders in early 2015. The purpose of the document is to assist in delivering the objectives as set out in Policy 21 (Mitcham's Corner Opportunity Area) of the Cambridge Local Plan 2014: Proposed Submission.

The draft Development Framework is structured in four chapters:

1. Introduction and Background;
2. A context analysis;
3. The gyratory: a vision for change; and
4. Planning and design guidance, focused principally on providing guidance for two key sites, specifically Henry Giles House and the Staples Site.

Preparation of the draft Development Framework

The Mitcham's Corner Opportunity Area lies within the northern edge of the extended Central Conservation Area and is approximately 10 minutes' walk from the city centre. The area owes its name to Charles Mitcham, who owned a draper's shop on the corner of Chesterton Road and Victoria Avenue from the early- to mid-20th century. Today, the name is associated with the gyratory system that radically changed the area in the 1970s. The one-way system has left the backs of terraces exposed, created an unpleasant and difficult environment for pedestrians and cyclists, and has come to dominate and erode the character of the area. Despite the challenges, a diverse mix of services and small independent shops exist within the area, surrounded by a vibrant community.

The vision for Mitcham's Corner as set out in Policy 21 of the emerging Local Plan is to maintain the vibrancy of the District Centre and promote high quality redevelopments of streets and sites which improve connectivity between people and places, and reinforce the area with a strong local character and identity. The radical transformation of the gyratory system is identified as a key public realm and infrastructure project. Improving the traffic-dominated one-way system and promoting high quality redevelopment are fundamental to the overall vision. The creation of a low-speed environment and two-way traffic flows will help create safer, more active and inclusive streets, and a place where it is pleasant to live and work.

The City Council as the Local Planning Authority worked in partnership with Cambridgeshire County Council to consider the best options for changing the highway configuration of the junction. The Greater Cambridge City Deal is also relevant to this work, as the scheme for Milton Road commences immediately on the edge of the Mitcham's corner gyratory. The City and County Councils, as partners in the Greater Cambridge City Deal, have worked and continue to work together on both projects. At this stage it is not planned to fund the changes to the gyratory system as set out in the Development Framework in Tranche 1 of City Deal funding. However, there are commitments to consider major

changes to the gyratory at Mitcham's Corner as part of the ongoing Tranche 2 prioritisation work, in combination with either developer, City Council or other funding.

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 and the main findings were used to shape the draft Development Framework. The Council has produced a summary of the event (Planning for Real Workshop Event Record, 23 June 2015). This document is available on the Council's website.

Consultation on the draft Development Framework

The draft Development Framework was approved for consultation at Development Plan Scrutiny Sub Committee on 21 July 2016. A public consultation took place on the draft Development Framework for a period of six weeks between 5 September and 17 October 2016.

Sustainability Appraisal and Habitats Regulations Assessment processes were carried out and consulted upon for the emerging Cambridge Local Plan. This consultation took place between 19 July and 30 September 2013. In addition, a Mitcham's Corner Sustainability Appraisal Screening Report and Habitats Regulations Assessment Screening Report were produced and made available, along with other supporting documents to view during this consultation.

Documents made available for consultation included:

- Consultation response forms;
- Public notice;
- Consultation notification letter;
- Frequently Asked Questions about the consultation;
- Habitats Regulations Assessment Screening Report;
- Updated Habitats Regulations Assessment Screening Report following consultation with Natural England October 2016;
- Sustainability Appraisal Screening Report;
- Equalities Impact Assessment (EQIA);
- Statement of Consultation;
- 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 exhibition posters;
- Mitcham's Corner leaflets;
- Mitcham's Corner exhibition boards.

Consultees

The following organisations (overleaf) were directly notified of the consultation on the draft Mitcham's Corner Development Framework in accordance with the Town and Country Planning (Local Planning) (England) Regulations 2012 (as amended) via email, or post where no email address is available (individuals are not listed). It should be noted that other individuals and organisations will have also been contacted that do not appear on this list.

SPECIFIC CONSULTATION

BODIES:

- Environment Agency
- Historic England
- Highways England
- Marine Management Organisation
- Natural England
- Network Rail
- Cambridgeshire Constabulary
- Cambridgeshire Police and Crime Commissioner
- Cambridge Fire and Rescue Service
- South Cambridgeshire District Council
- Cambridgeshire County Council
- National Grid
- UK Power networks
- Cambridgeshire Association to Commission Health
- NHS Cambridgeshire and Peterborough Clinical Commissioning Group
- Cam Health
- Cambridge University Hospital NHS Foundations Trust (Addenbrooke's)
- East Anglia Area Team CPC1
- NHS Property Services Ltd
- Papworth NHS Trust
- NHS England
- CATCH
- British Gas
- EDF Energy
- E.On Energy
- Npower Renewables
- Scottish Power
- Energetic Electricity Ltd
- ESP Electricity
- Harlaxton Energy Networks Ltd

- GTC
- UK Power Distribution Ltd
- Utility Assets
- Scottish & Southern Electric
- ES Pipelines Limited
- Fulcrum Pipelines Limited
- Energy Assets Pipelines Ltd
- Energetics Gas Limited
- Indigo Pipelines
- BT Openreach
- Mobile Telephone Operators
- BT Group Plc
- Cambridge Water Company
- Anglian Water
- Homes and Communities Agency
- Office of Rail Regulation
- Civil Aviation Authority
- Greater Cambridge Greater Peterborough Local Enterprise Partnership
- Sport England

COUNCILLORS

- 42 x City Councillors
- All County Councillors (City Wards)

COMMUNITY ORGANISATIONS

- Age Concern Cambridgeshire
- Cambridge Citizens Advice Bureau
- Cambridge Ethnic Community Forum
- Cambridge Federation of Residents' Associations
- Friends of Mitcham's Corner
- Victoria Park Residents Working Group

- Mitcham's Corner Residents' & Traders' Association (MCRTA)
- Mulberry Close (Leys Road, Cambridge) Residents' Society Ltd
- Milton Road RA (MRRA)
- Ascham Road Residents' Association
- Gurney Way (& Atherton Close) Residents Association
- Highworth Avenue CB
- Hurst Park Estate Residents' Association (HPERA)
- Sandy Lane Residents' Association
- Cambridgeshire Older Peoples Enterprise (COPE)
- Disability Cambridgeshire
- The Church of England Ely Diocese
- Cambridge Past Present and Future
- Natural Cambridgeshire
- Your Local Enterprise Partnership

DEVELOPERS/AGENTS

- Barton Wilmore
- Beacon Planning Ltd
- Bidwells
- Carter Jonas
- Cheffins
- Home Builders Federation
- RPS
- Savills

OTHERS

- Cambridge Cycling Campaign
- Cambridgeshire Campaign for Better Transport

Other methods of notification included:

- a public notice in the Cambridge News;
- information on the Council's webpages
- information on the Council's Facebook page: <https://www.facebook.com/camcitco>;
- twitter: <https://twitter.com/camcitco> and;
- the Council's Local Plan blog: <http://cambridgelocalplan.wordpress.com/>.
- Posters were displayed within the local area and leaflets distributed to local businesses by the Council's Chesterton / Mitcham's Corner Co-ordinator.
- Two staffed public exhibitions were held in the local area.

Public Exhibitions

The Council held two staffed public exhibitions for people wishing to 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.

A copy of the information boards that were on display at the exhibitions were provided online for those who could not attend.

Both exhibitions were well attended by over 40 people. Officers were on hand to answer questions and explain the ways in which the public could comment on the draft Development Framework.

Consultation Methodology

A six-week consultation period for the draft Mitcham's Corner Planning and Development Framework took place from:

9am on 5 September 2016 to 5pm on 17 October 2016

The draft Development Framework and other relevant documents were available for inspection during the consultation period at the following locations:

- Online on the council's website:
<https://www.cambridge.gov.uk/mitchams-corner-spd>
- At the council's Customer Service Centre at Mandela House, 4 Regent Street, Cambridge, CB2 1BY from 9am-5.15pm Monday to Friday.
- [At Milton Road Library](#), Ascham Road, Cambridge, CB4 2BD.

The draft Development Framework was also available for purchase from the Customer Service Centre (phone 01223 457200).

Comments could be made using:

- the online consultation system <http://cambridge.jdi-consult.net/localplan/> or; the printed response form which was made available from Customer Service Centre (details above) or could be downloaded and filled in electronically by visiting <https://www.cambridge.gov.uk/mitchams-corner-spd>

Completed forms could be returned to:

- Planning Policy, Cambridge City Council, PO Box 700, Cambridge, CB1 0JH
- Or emailed to policysurveys@cambridge.gov.uk

Respondents could also request to be notified of the adoption of the document.

Contact details for further information were also made available as follows:

- Tel: 01223 457200
- Email: policysurveys@cambridge.gov.uk

Responses to the Consultation

At the end of the consultation period, 69 individuals and organisations responded to the Mitcham's Corner Development Framework. In total, 302 representations were received, of these, 96 (32.4%) were supportive and 200 (67.6%) were objections. Many representations were in support of the Development Framework and paragraph/statements within it, but requested the addition of further information/clarification or minor amendments; these representations were therefore registered as an objection.

Six representations were rejected by the council. Of these six representations, five were merged with existing representations to ensure that multiple representations by an individual were not attributed to the same document element/paragraph. This process ensures that comments made by an individual/organisation are read as a whole to ensure a better understanding of the representation made. One representation could not be accepted as no comments were made; the council requested further information from the individual, but no response was received.

Officers have worked through all representations submitted to the consultation and drafted responses. A summary of the key issues, proposed responses and changes to the Development Framework are outlined in the table overleaf:

KEY ISSUE 1: Integrated highway design and safety concerns

Concerns	<p>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.</p>
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> <p>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.</p>
Change document	to 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.

KEY ISSUE 2: Junction capacity and congestion concerns

Concerns	<p>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.</p>
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</p>

	<p>from this can be found in the Mitcham’s Corner Paramics Model – Initial Option Testing¹.</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> <ul style="list-style-type: none"> • Explore in more detail the implication of the conceptual layout to sever/remove the existing gyratory; • Collect people data – capture detailed pedestrian and cycle usage patterns/behaviour to inform any further detailed design work; • Consider how best to balance the ‘movement’ and ‘place’ functions; • Factor in other potential City Deal measures that would influence Mitcham’s Corner. <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 The Development Framework has been updated to reflect to the

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

document	initial traffic modelling work undertaken by the County Council. See paragraphs 3.3.9, and chapter 5 of the Development Framework.
KEY ISSUE 3: Relationship with City Deal	
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.
KEY ISSUE 4: Student accommodation and apart-hotels	
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 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.

KEY ISSUE 5: Car parking to support the District Centre	
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 document	to 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'.
KEY ISSUE 6: Bus provision	
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 document	to No suggested change to the Development Framework.
KEY ISSUE 7: Building heights – Henry Giles House	
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: <ul style="list-style-type: none"> a) Some representations expressed concerns the building heights shown on figure 57 would cause overshadowing and that 4 and 5 +1 storeys are unsuitable given surrounding building heights. 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.

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>
KEY ISSUE 8: Tivoli and Barclays Bank	
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 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</p>

	<p>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>

Next steps

The Mitcham's Corner will be presented to the council's Development Plan Scrutiny Sub Committee for approval on 25 January 2017.

The emerging Local Plan is still at the examination stage, which means that the Council is unable to adopt the Mitcham's Corner Development Framework as an SPD until the Local Plan has been found sound and adopted. With this in mind, the planned adoption of the SPD will take place at the same time as the Cambridge Local Plan 2014.

If changes to Local Plan 2014: Proposed Submission policies are made as part of the examination, the SPD will need to be updated to reflect these changes. For more information on the Local Plan examination, visit: <https://www.cambridge.gov.uk/local-plan-review-examination>.