



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 22 March 2017
Wards affected: Romsey and Petersfield

MILL ROAD DEPOT SITE, MILL ROAD – PLANNING & DEVELOPMENT BRIEF

Not a Key Decision

1. Executive summary

- 1.1 The Mill Road Depot site (Site R10) is an important housing allocation with an indicative capacity for 167 homes within the emerging Cambridge Local Plan. The allocation is located within the proposed opportunity area for Mill Road, addressed by Policy 23: Mill Road Opportunity Area.
- 1.2 The Council as the Local Planning Authority has been working in partnership with Allies and Morrison¹ to prepare a planning and development brief to ensure that any future development on the site is appropriate to its context and delivers the aspirations as set out in the emerging Local Plan. The planning and development brief will help guide the redevelopment of the site for housing and will provide greater certainty and detail to support delivery of the allocation in the coming years.
- 1.3 In accordance with the process of preparing a Supplementary Planning Document (SPD), consultation on the draft planning and development brief was carried out over a 7-week period between 3 June and 22 July 2016.

¹ Allies and Morrison were appointed on behalf of the Council as a landowner.

- 1.4 The representations received were numerous and wide ranging. A total of 36 organisations or individual respondents made representations. A list of the key issues raised in the representations is set out in Appendix A. Appendix B provides summaries of all of the representations received to the draft planning and development brief and sets out the Council's proposed responses to the representations.
- 1.5 As a result of the consultation, a number of amendments are proposed to the planning and development brief and are set out in Appendix C as a table of proposed amendments. Appendix D is the proposed final version of the document. Appendix E sets out the Council's Statement of Consultation.
- 1.6 The emerging Local Plan is still at examination, which means that the Council is unable to adopt the Mill Road Depot Planning and Development Brief as an SPD until the Local Plan has been found sound and adopted. In the interim, prior to adoption of the document as an SPD, the Mill Road Depot Planning and Development Brief 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 Mill Road Depot Planning and Development Brief (Appendices B and C);
 - To approve the Mill Road Depot Planning and Development Brief (Appendix D) 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 Mill Road Depot has been home to many of Cambridge City Council's services, including waste disposal, maintenance, storage, and a garage servicing centre for its vehicles. It also incorporates office space, commercial lettings, two community facilities and leased

garages. The Council's decision in October 2014 to relocate the waste services depot to Waterbeach, following the creation of a single shared waste facility with South Cambridgeshire District Council, has freed up the site for redevelopment. The Council has already reduced the activities carried out on site and plans to vacate the site and buildings in the near future. The site presents a good opportunity to provide more homes to meet Cambridge's growing demand for housing.

- 3.2 The site is 2.7 hectares in area and has the potential to deliver approximately 167 dwellings, as identified in the Strategic Housing Land Availability Assessment (SHLAA) and Site Allocation R10 in the emerging Cambridge Local Plan. The allocation is located within the proposed Mill Road Opportunity Area (Policy 23: Mill Road Opportunity Area). The proposals schedule in the emerging Local Plan states the following:

“The site promoters will be expected to prepare a planning and development brief for the site demonstrating how development will successfully integrate with the existing residential area as well as addressing the constraints and opportunities of the site. Scale, massing and density considerations in the design and disposition of new and existing housing will be expected to have regard to the character of the existing area”.

- 3.3 The Council as the Local Planning Authority has been working in partnership with Allies and Morrison to prepare a planning and development brief for the site. As part of this process, two stages of informal local consultation took place as well as input from key local stakeholders. In November 2015, the Council hosted a workshop in the local area which focused on issues and priorities for the future development of the site. This event provided an opportunity for local residents and stakeholders to make clear their aspirations (and concerns) for any redevelopment of the site and helped inform subsequent work by consultants and Council officers.
- 3.4 The second stage of informal consultation took place in January 2016 and involved consultation on draft planning and design principles for the site. A workshop format was used and a significant amount of feedback was collected once more, this time on more detailed ideas for various “themes” to guide development proposals (landscape and open space, movement, built form, etc.). All City and County Council ward councillors for Romsey and Petersfield were invited to both consultation events.

- 3.5 In addition, a number of stakeholder groups were invited such as the Mill Road Society, Petersfield Area Community Trust (PACT), Mill Road Co-ordinator, Romsey Garden Club, Romsey Garden Project, Cam Cycle, Cambridge Past, Present and Future, Glisson Road and Tenison Road Area Residents Association (GTARA), South Petersfield Residents Association (SoPRA), Cambridge Association of Architects, Cambridge Ethnic Community Forum (CECF) and the Argyle Street Housing Co-operative (ASH co-op).
- 3.6 The events outlined in the paragraphs above are captured in the Mill Road Depot Consultation Workshop Events Record. The draft Mill Road Depot Planning and Development Brief sought to address these comments constructively and creatively and balance the practical need of site delivery with the context of the local housing market and the Council's own objectives.

Public consultation

- 3.7 After being approved for public consultation at Development Plan Scrutiny Sub Committee (DPSSC) on 14 March 2016, the draft planning and development brief was the subject of public consultation for 7 weeks between 3 June and 22 July 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 the consultation was sent to statutory and other consultees and consultation material was published on the Council's webpages. A public notice of the consultation was placed in the Cambridge News on 3 June 2016. Further details on the consultation can be found in the Statement of Consultation, which forms Appendix E to this report.
- 3.8 The Council held two public exhibitions on 21 June and 13 July 2016 at St Barnabas Church near the site. Local councillors, national, regional and local organisations (including residents' associations), and other individuals with a stated interest in the area or local to the area were notified of the exhibition. Site notices publicising both the consultation as a whole and the second public exhibition on 13 July 2016 were also displayed in surrounding streets and at many shops on Mill Road.
- 3.9 The draft planning and development brief and its supporting documents remain available on the Council's website at <https://www.cambridge.gov.uk/mill-road-depot-spd>

Results of consultation

3.10 At the end of the consultation period, a total of 192 separate representations were received, made by 36 respondents, of which 38 representations (20%) were supportive and the remainder, 154 (80%) were objections. The key issues raised during the consultation period are outlined in Appendix A.

3.11 In summary, the key issues raised during the consultation period include the following:

- Chapter 1 – Introduction and Background.
 - Boundary differs to Local Plan site allocation R10;
 - Proposals do not address threat to character and distinctiveness of local community from loss of small shops and gentrification;
 - Lack of affordable housing; and
 - There are major access and transport issues.
- Chapter 2 – Site and Context.
 - The need for a community centre;
 - Junction, traffic and safety issues especially for cyclists and pedestrians;
 - Concern about the loss of the leased garages on Hooper Street;
 - High parking demand on site and risk of displacement to surrounding streets;
 - Range of views on the alignment of the Chisholm Trail;
 - Concern about building heights and the impact of the building forms on the traditional character of the area;
 - Retention and reuse of the listed former library building and coach houses;
 - Retention of mature trees; and
 - The need for noise mitigation from the railway and roads.
- Chapter 3 – Vision.
 - Importance of the Council retaining an ownership for achieving an exemplar development and meeting community aspirations;
 - Primary vehicle access, as proposed, solely off Mill Road with Hooper Street restricted to garages and emergency vehicular access only;
 - Advocate mixed uses including affordable/cooperative housing, and community hub;
 - Want more open space;

- Chapter 4 – Parameters for Change. It should be noted that, to some extent, representations to this chapter repeat representations to previous chapters:
 - There should be a comprehensive approach to movement and traffic management;
 - Pedestrian and cycle connectivity is supported including Chisholm Trail and the potential for a bridge over the railway;
 - Further pressure on the capacity of the existing junctions and roads, including Mill Road, will require enhancements;
 - The site should be a car-free or low car parking development. Others say this would risk displacement onto the already congested neighbouring streets;
 - Desire for more green public open space and biodiversity;
 - Use of coach houses for local artist studios or small business units/workshops for local craftsmen etc;
 - Need to provide genuinely affordable housing and more than 40% if possible;
 - Provision needed for a dedicated community facility with multi-functional and flexible space for a range of recreational, social and support services;
 - Taller buildings bought by young people, who can afford them, will change the urban character and social mix of the area;
 - Welcome requirement for proposals to respond to local townscape and demonstrate a positive contribution

3.12 Officers have worked through all representations and have drafted responses. Officers have sought to address all the concerns in detail in the responses, however the fundamental principle of the residential allocation (R10) is considered to be sound as are the proposed development parameters set out in Chapter 4 of the brief.

3.13 Summaries of all representations and proposed responses with recommended changes to the planning and development brief have been attached as Appendix B to this report. Amendments to the planning and development brief are proposed to address many of the concerns (a summary table of the amendments is attached as Appendix C to this report), and the proposed final version of the planning and development brief is attached as Appendix D.

3.14 The emerging Local Plan requires a planning and development brief to be prepared to support the delivery of the residential allocation. The planning and development brief represents the result of considerable investigation and consultation by the Council.

Next Steps

- 3.15 Subject to approval by the Executive Councillor, the Council's responses to representations will be published on the Council's Mill Road Depot Planning and Development Brief website:
<https://www.cambridge.gov.uk/mill-road-depot-spd>
- 3.16 The emerging Local Plan is still being examined. The Council is unable to adopt the planning and development brief until the Local Plan has been found sound and adopted. In the interim, prior to adoption of the SPD, the planning and development brief provides context and guidance as a material consideration in the planning process.
- 3.17 If any further changes are made to relevant policies within the emerging Local Plan prior to its adoption, these will be reflected as necessary in the planning and development brief 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 planning and development brief is already included in existing work plans.

(c) Equality and Poverty Implications

- 4.3 The planning and development brief, once adopted, will have a positive impact by ensuring the site is well integrated into the immediate area. New development within the site should improve access for people with limited mobility. Energy and water efficiency requirements for new development should help address issues of fuel and water poverty amongst residents.

(d) Environmental Implications

- 4.4 The Mill Road Depot Planning and Development Brief provides site wide guidance on sustainable design and construction to improve the

environmental sustainability of new development. Issues addressed in the planning and development brief include:

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

4.5 The guidance contained within the planning and development brief follows the principles of sustainable development as set out in the National Planning Policy Framework (NPPF).

4.6 The planning and development brief 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/carbon reduction, renewable energy and flood risk. In addition, the Housing Development Agency have recently adopted the Cambridge Sustainable Housing Design Guide which sets out principles and minimum requirements related to sustainable design and construction that the development will be required to meet.

(e) Procurement

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

(f) Consultation and communication

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

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

(g) Community Safety

4.10 There are no direct community safety implications arising from this report, but the Cambridgeshire Constabulary Crime Prevention Design Team indicated they 'would be happy to consult with future developers to discuss Secured by Design principles and measures to mitigate against Crime and Disorder.'

5. Background papers

5.1 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/sites/default/files/documents/Statement_of_Community_Involvement.pdf
- Mill Road Depot Planning and Development Brief background documents can be found at:
<https://www.cambridge.gov.uk/mill-road-depot-spd>
The documents include:

- Habitats Regulations Assessment Screening Report;
- Sustainability Appraisal Screening Report;
- Mill Road Depot redevelopment: Junction Capacity Assessment;
- Mill Road Depot redevelopment: Proposed junction arrangement – vehicular swept paths;
- Mill Road Depot redevelopment: Proposed junction arrangement and visibility splay;
- Mill Road Depot Surface Water Drainage Report;
- Mill Road Depot Surface Water Storage Requirements;
- Mill Road Depot Potential Risk of Contamination Map;
- Mill Road Depot Consultation Workshop Events Record.

6. Appendices

- Appendix A: Key Issues from June-July 2016 public consultation
- Appendix B: Schedule of Representations and the Council's responses
- Appendix C: Table of Proposed Amendments to Draft Mill Road Depot Planning and Development Brief

- Appendix D: Revised Mill Road Depot, Planning and Development Brief
- Appendix E: Statement of Consultation

7. Inspection of papers

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

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