



To: Executive Councillor for Planning Policy and Transport  
Report by: Planning Policy & Economic Development Officer  
Relevant scrutiny committee: Development Plan Scrutiny Sub Committee 12/9/2017  
Wards affected: Abbey Ward, Market Ward and West Chesterton Ward

**GRAFTON AREA OF MAJOR CHANGE – MASTERPLAN AND GUIDANCE  
DRAFT SUPPLEMENTARY PLANNING DOCUMENT (SPD)**

Not a Key Decision

**1. Executive summary**

- 1.1 The draft Cambridge Local Plan 2014: Proposed Submission (as amended) designates the area around Fitzroy Street, Burleigh Street and the Grafton Centre as the primary location for providing additional comparison retail in the City Centre along with other mixed uses including leisure uses under Policy 11: Fitzroy/Burleigh Street/Grafton Area of Major Change. The Council, as the Local Planning Authority, has been working in partnership with local stakeholders to prepare an SPD for change for the Fitzroy/Burleigh Street/Grafton Area of Major Change (AoMC). The work has been guided by input from local stakeholders, including residents groups, local Councillors and other interest groups, at a series of workshops. The SPD will help guide the development of the area, promoting a number of key strategies for change. These aim to take advantage of the opportunities to provide better streets and space as well as a positive and attractive destination to support the vitality and viability of the centre for retail and associated uses. The SPD envisages a phased approach to ensure the area continues to perform as a City Centre location while ensuring phased improvement will deliver the area's longer-term strategy.
- 1.2 The draft Grafton AoMC - Masterplan and Guidance SPD (Appendix A) has been produced for public consultation. The document outlines the aspirations for the area, as well as the key issues, constraints and opportunities that will influence how new development will take place. Detailed local and stakeholder consultation has taken place which has helped inform the drafting of the SPD. The statement of consultation for the draft development framework SPD is set out in Appendix B to this committee report.
- 1.3 A six week public consultation is proposed to take place between 25 September 2017 and 6 November 2017. The statutory minimum period for consultation on a SPD is six weeks.

## 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:
- a) To agree the content of the draft Grafton AoMC - Masterplan and Guidance SPD (Appendix A);
  - b) To agree that if any amendments are necessary, these should be agreed by the Executive Councillor in consultation with Chair and Spokes of Development Plan Scrutiny Sub Committee;
  - c) To approve the draft SPD for public consultation to commence in September 2017;
  - d) To approve the consultation arrangements as set out in paragraphs 3.9 to 3.11 and the proposed schedule of consultees in Appendix B.

## 3. Background

- 3.1 The site is located within the eastern edge of the City Centre, to the south of Newmarket Road and to the west of East Road. It is a 10 minute walk from the other part of the primary retail area in the city centre and the historic core across Christ's Pieces. The area is bordered to the west by New Square and includes the retail units along the north and south sides of both Fitzroy Street and Burleigh Street. The SPD area includes all of the Grafton Centre, its car parks and service areas.
- 3.2 The City Council as the Local Planning Authority has been working in partnership with Cambridgeshire County Council, the landowners and local interest groups to consider ways to deliver development on site in a successful manner. In preparing the draft SPD, a workshop took place on 17 March 2017, and the comments provided at this workshop proved valuable in helping shape the document prior to a second workshop that was held on 21 April. Comments from both workshops have been instrumental in the development of the SPD. An event record for these workshops has been produced and can be found at Appendix C.
- 3.3 A full summary of the points made by the workshop participants can be found in the statement of consultation at Appendix B. Some of these points are pulled out below:

### Land use

- Improve range of uses and make more of destination.
- Support for evening / night time activities; more leisure activity
- Retain and improve independent shops
- Support for more homes in the area, less support for student housing.
- Support for office space along East Road and Burleigh Place.
- Design buildings in a flexible way so that uses can evolve in the future.

### Design

- Fitzroy Street: Improve the public realm and connections
- Create distinct areas retaining the 'human scale' of the area.

- Improve areas of open space and public realm introducing street tree planting and the greening at higher levels.
- Building design and heights
- Intensification of height (very sensitive along East Road and therefore subject to townscape analysis) and floor space to encourage redevelopment.
- Ensure development properly integrated with the edges of the centre and surrounding area
- East Road: Improve the environment and quality of pedestrian crossings

#### Character and heritage

- Enhance the surrounding Kite area.
- Improve relationship and connection with residential streets such as Napier Street and Christchurch Street.
- 'Independent quarter', including food and drink on Burleigh Street including night time economy.
- Add vibrancy through small scale redevelopment on Burleigh Street.
- Catalyst used to encourage evening uses.
- Create active frontages to north side of Burleigh Street on Burleigh Place.
- Need smaller retail units as well as bigger plots which focus on the city centre offer.

#### Access, movement and servicing

- Service areas were felt to be too large and should be redeveloped where feasible.
- Review the hours in which deliveries are permitted.
- Need a balanced approach to servicing, encouraging much smaller vehicles, potentially on-street.
- Car parks were felt to be under-utilised but on-street car parking is well used and residential permits should be extended.
- Long-stay cycle parking locations should be identified to help reduce clutter along Fitzroy and Burleigh Streets.
- Consider East Road options to reduce number of lanes.
- Buses should stop on lay-bys along East Road.
- Some residents had safety concerns about using certain routes outside of trading hours.
- Need to ensure no 'rat run' for taxis is created.
- Ensure cycle parking is not to the detriment of other uses/activities.
- Consider night time route through Grafton Centre.
- Provide a Grand Arcade style cycle park

#### Sustainability

- Important to allow flexibility to future-proof any development.
- Emphasis on sustainable design.
- Reduce car use.

## Delivery

- Emphasis on proposals outside of the core Legal and General ownership and also Burleigh Street.

3.4 The draft Grafton AoMC - Masterplan and Guidance SPD (Appendix A) includes the following key sections:

1. Introduction
2. Site and Context
3. Vision and Key Principles
4. Strategies for Change

3.5 Two diagrams compare the existing Grafton Area experience with the opportunities that future activities and character uses could provide through new development (Appendix A, Figures 30 & 31, draft SPD page 40).



**Figure 30** Summary of the existing experience of the Grafton Area



**Figure 31** Summary of opportunities for future activities and character

3.6 The draft SPD provides a summary of the challenges that the site faces. These are summarised as follows:

- The Grafton Centre has a significant impact on the setting of adjacent streets and Conservation Areas.
- The SPD area still suffers from the loss of grain and severance of streets and connections as a result of the development of the centre.
- Fitzroy Street and Burleigh Streets form weak destinations and thresholds, and could play a stronger role for the local area and the city.
- The Grafton Centre is let down by poor edges and un-welcoming spaces which create a negative perception and hinder movement.
- Public realm and spaces suffer from competing demands and a lack of clarity including servicing, cycling and street furniture.
- The area lacks diversity of uses which constrains the level of activity and footfall through the day.

3.7 The draft SPD provides a summary of opportunities available to the site area followed by a range of key strategies for change based around these themes, illustrated by a number of key diagrams. These are summarised as follows overleaf:



Land use:

- Within the SPD area there will be opportunities to increase the comparison retail and leisure space with new residential and student accommodation on the upper floors.
- The diagram below illustrates a framework plan with indicative development within the site (Appendix A, Figure 37, draft SPD page 60)

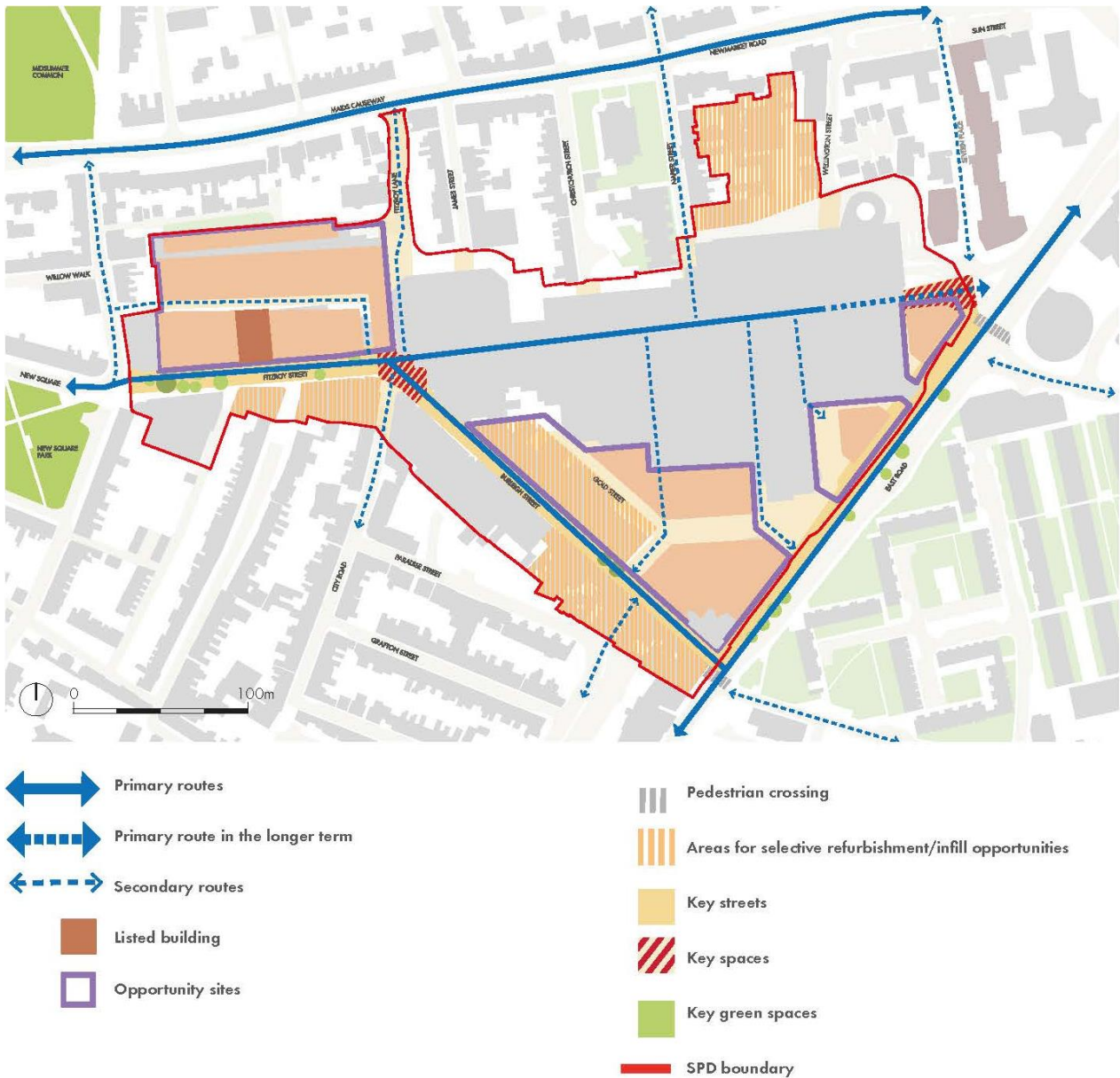


Figure 37 Framework plan including indicative development

### Scale, massing and built form:

- A series of sites along East Road to provide more active frontages and introduce new uses along a new boulevard.
- Redevelopment of sites surrounding the Grafton Centre of an appropriate scale and massing.
- The diagram below illustrates indicative building heights in different parts of the site (Appendix A, Figure 38, draft SPD page 62)



**Figure 38** Indicative building heights (also paragraph 4.4.8 - 4.4.15). Note - Overall heights should be inclusive of plant

### Landscape and Public realm:

- Improve and co-ordinate the public realm along Burleigh Street and Fitzroy Street, integrating existing trees and enhancing the sense of arrival.
- Create a better frontage and pedestrian environment along East Road that is no longer dominated by traffic.



## Consultation Arrangements

- 3.8 The statement of consultation for the draft development framework SPD is set out in Appendix B. It is proposed that a public consultation takes place running from 25 September for six weeks to 6 November 2017. The statutory minimum period for consultation on an SPD is six weeks.
- 3.9 In line with the Councils' adopted Statements of Community Involvement, the proposed consultation arrangements will be as follows:
- Letters / e-mails including consultation details to be sent to statutory and general consultees.
  - The draft SPD to be made available to view at the following locations:
    - Online on the council's website:
    - <https://www.cambridge.gov.uk/grafon-aomc-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 Central Library, 7 Lion Yard, Cambridge, CB2 3QD.
  - An [online consultation system](#) will be available on the Council's website in order for people to respond directly via the internet. Hard copies of the response form will be made available at the Council's Customer Service Centre for those who do not have access to the internet.
  - Two public exhibitions at the Grafton Shopping Centre are also scheduled during the consultation period. These will take place:
    - Saturday, 30 September 2017 from 11am to 3pm; and
    - Wednesday, 1 November 2017 from 2pm to 8pm.
- 3.10 A Sustainability Appraisal and Habitats Regulations Assessment Screening Report have been carried out and consulted upon for the draft Cambridge Local Plan 2014. These consultations took place between 19 July and 30 September 2013. These documents, along with other supporting documents will also be made available to view during this consultation. As the draft SPD supports the draft Cambridge Local Plan, there is no further need to undertake a separate Sustainability Appraisal or Habitats Regulations Assessment for this document, although screening reports have been completed and will be made available during the consultation.

## Next Steps

- 3.11 The representations received will then be used to help guide the development of the draft SPD and will be reported along with the final version of the development framework.
- 3.12 The document will be adopted by the Council as an SPD at the same time as, or shortly after, it adopts the Local Plan. It cannot be adopted before the Local Plan is adopted as it is the Local Plan that provides the policy basis for this site's designation as a retail-led area of major change.

## **4. Implications**

### **Financial Implications**

- 4.1 There are no significant financial issues arising from the preparation of this SPD. Project and staffing resources are already committed through the budget and service plan process. Funding for consultation is allowed for in existing consultation budgets.

### **Staffing Implications**

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

### **Equality and Poverty Implications**

- 4.3 The SPD, once adopted, will have a positive impact by providing retail, leisure, houses and improved public access and public realm improvements to meet Cambridge's needs.

### **Environmental Implications**

- 4.4 The development of the Grafton Area as set out in the SPD will promote sustainable modes of transport and with the proximity of the site to local services and facilities should help to tackle issues related to air quality and other environmental considerations. The SPD will also provide new retail, office and leisure spaces as well new residential units. It should also enable the development of energy efficient buildings as well as the inclusion of renewable and low carbon energy generation.

### **Consultation**

- 4.5 Consultation arrangements are set out in other parts of this report and are consistent with the Council's Code of best practice on consultation and community engagement and Statement of Community Involvement 2013.

### **Community Safety**

- 4.6 There are no direct community safety implications arising from this report.

## **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>
  - Cambridge City Council – Statement of Community Involvement: [https://www.cambridge.gov.uk/sites/default/files/documents/Statement\\_of\\_Community\\_Involvement.pdf](https://www.cambridge.gov.uk/sites/default/files/documents/Statement_of_Community_Involvement.pdf)
  - The Grafton AoMC - Masterplan and Guidance SPD background documents can be found at <https://www.cambridge.gov.uk/grafton-aomc-spd>

These documents include:

- o Habitats Regulations Assessment Screening Report;
- o Sustainability Appraisal Screening Report;
- o The Grafton AoMC SPD Statement of Consultation;
- o The Grafton AoMC SPD Workshop Events Record;
- o The Grafton AoMC SPD Equalities Impact Assessment

## 6. Appendices

- Appendix 1: Grafton Area of Major Change – Masterplan and Framework Supplementary Planning Document (Draft)
- Appendix 2: Grafton Area of Major Change – Masterplan and Framework SPD Statement of Consultation
- Appendix 3: Grafton Area of Major Change Workshops Event Record

## 7. Inspection of papers

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

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