



## APPENDIX D

# Grafton Area of Major Change - Masterplan and Guidance Draft Supplementary Planning Document (SPD)

## Statement of Consultation

### Background

Cambridge City Council as the Local Planning Authority has been working in partnership with local stakeholders to prepare a masterplan for change for the Fitzroy/Burleigh Street/Grafton Area of Major Change. The purpose of the document is to support Policy 11: Fitzroy/Burleigh Street/Grafton Area of Major Change as set out in the Cambridge Local Plan 2014: Proposed Submission<sup>1</sup> (hereafter referred to as the Draft Cambridge Local Plan 2014) and the Schedules of Proposed Changes following Proposed Submission consultation. The SPD provides a masterplan to help guide the preparation and assessment of future planning applications and development within the Grafton Area of Major Change (AoMC).

The draft SPD is structured in four chapters:

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

### Preparation of the draft SPD

The Grafton Area of Major Change (AoMC) is the proposed area referred to in Policy 11: Fitzroy/Burleigh Street/Grafton Area of Major Change (as amended) in the emerging Local Plan for Cambridge 2014. It is the primary focus for providing additional comparison retail in the City Centre, along with other mixed uses.

This area is supported as a location for expansion and/or redevelopment for retail and leisure use (A1, A2, A3, A4 and D2), with residential and student accommodation on upper floors. The evidence base suggests that up to 12,000 sq m of new comparison retail floorspace could be provided in the area although the precise quantum of net new retail floorspace and residential/student units will be subject to testing and demonstration through the development of a masterplan for the area.

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 stakeholder and residents 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 stakeholder and

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<sup>1</sup> Cambridge City Council Cambridge Local Plan 2014: Proposed Submission. July 2013, submitted to the Secretary of State on the 28 March 2014.

residents workshop that was held on 21 April 2017. Comments from both workshops have been instrumental in the development of the SPD. An event record for these workshops has been produced and will be made available on the Council's website (<https://www.cambridge.gov.uk/grafon-aomc-spd>).

The key findings from the workshops with stakeholders and residents have informed the development principles and a summary of these findings is set out below:

Workshop 1: Key stakeholders were informed that the Site was being brought forward as part of the local plan and were invited to attend a Planning Workshop. The workshop was held at Christ Church Christchurch Street on 17 March 2017.

### Land use

- Opportunities to enhance the retail, food, leisure, community and culture offer.
- Support for uses that encourage activity in the area into the evening.
- Keen to see independent shops and an enhanced offer of artisan food shops. Retain the fruit and vegetable stall currently located on Fitzroy Street.
- 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

- Reintroduce the old Fitzroy Street connection in the longer term.
- Create distinct areas of character with carefully designed buildings in keeping with the local area.
- The 'human scale' of the area is important - surrounded by residential streets.
- Open spaces / public realm
- Improve public realm and reduce clutter along Fitzroy and Burleigh Streets.
- Introduce greening at higher levels as well as street tree planting.
- Create spaces to relax and dwell - more seating and spaces for activities and events.
- Improve the environment and quality of pedestrian crossings along East Road.

### Access and movement

- Service areas were felt to be too large and should be redeveloped where feasible.
- Review the hours in which deliveries are permitted.
- 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.
- Review if East Road needs to be a dual-carriageway as it has a negative impact on the environment. Invest in the quality of the public realm including surfacing and pedestrian crossings.
- Buses should stop on lay-bys along East Road.
- Some residents had safety concerns about using certain routes outside of trading hours.

Workshop 2: Having reviewed and input feedback, key stakeholders were invited to a follow up planning workshop. The workshop was held on 21 April at the Grafton Centre Suites.

### Land use

- Improve range of uses, with focus on 'experiential' uses and make more of destination.
- More leisure activity.
- Connect day and night time activity.

### Public realm and landscape

- Improving public realm along Fitzroy Street/Burleigh Street should encourage night time activities.
- Fitzroy/Burleigh Street are poor for partially sighted.
- Long stay cycle parking provision.
- Some wider spaces helpful.
- Improve connections to Beehive Centre.
- Building design and heights
- Intensification of height and floor space to encourage redevelopment.
- Heights are very sensitive - townscape analysis will be required for East Road.
- Activation of ground floors is important.
- Design quality is paramount.
- Address the edges of the centre and the surroundings.

### 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 offer.

### Access and servicing

- Traffic is a big issue.
- Consider East Road options to reduce number of lanes.
- Supportive of network of historic streets.
- Need a balanced approach to servicing, encouraging a reduction and more smaller vehicles, potentially on-street.
- Interest in cycling on Fitzroy Street / Burleigh Street.
- Certain routes considered unsafe at night, introduce other uses such as office, residential and leisure uses.
- Different views about the role and function of Fitzroy Street in terms of proposals for streetscape improvements and roadway.
- Click & collect to encourage greater footfall.
- Careful to ensure it does not become 'rat run' for taxis.
- Ensure cycle parking is not to the detriment of other uses/activities.
- Consider night time route through Grafton Centre.
- Consider pop-up uses.
- 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.

The draft Grafton AoMC - Masterplan and Guidance SPD has 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.

### **Consultation on the draft Development Masterplan SPD**

It is proposed that a public consultation takes place on the draft SPD for a period of six weeks - the statutory minimum – to be held between 25 September and 6 November 2017.

A Sustainability Assessment and Habitats Regulations Assessment Screening Report have been carried out and consulted upon for the emerging Cambridge Local Plan 2014. This consultation 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 Cambridge Local Plan, there is no further need to undertake a separate Sustainability Appraisal or Habitats Regulations Assessment for this document, although a screening report has been completed and will be made available during the consultation.

### **Consultees**

The following organisations (below) will be directly notified of the draft Grafton AoMC - Masterplan and Guidance (SPD) 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 also be contacted that do not appear on this list.

### **SPECIFIC CONSULTATION BODIES:<sup>2</sup> (overleaf)**

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<sup>2</sup> Specific consultation bodies and duty to cooperate bodies required under the Town and Country Planning (Local Planning) (England) Regulations 2012 as amended

- Anglian Water
- British Gas
- BT Group Plc
- BT Openreach
- Cable and Wireless
- Cam Health
- Cambridge Fire and Rescue Service
- Cambridge University Hospital NHS Foundations Trust (Addenbrooke's)
- Cambridge Water Company
- Cambridgeshire and Peterborough Combined Authority
- Cambridgeshire Association to Commission Health
- Cambridgeshire Constabulary
- Cambridgeshire County Council
- Cambridgeshire Police and Crime Commissioner
- CATCH
- Civil Aviation Authority
- CTIL
- E.On Energy
- East Anglia Area Team CPC1
- EDF Energy
- EE
- Energetic Electricity Ltd
- Energetics Gas Limited
- Energy Assets Pipelines Ltd
- Environment Agency
- ES Pipelines Limited
- ESP Electricity
- Fulcrum Pipelines Limited
- Greater Cambridge Greater Peterborough Local Enterprise Partnership
- Greater Cambridge Partnership
- GTC Pipelines Ltd.

- Harlaxton Energy Networks Ltd
- Highways England
- Historic England
- Homes and Communities Agency
- Indigo Pipelines
- Marine Management Organisation
- MBNL
- Mobile Telephone Operators
- National Grid
- Natural England
- Network Rail
- NHS Cambridgeshire and Peterborough Clinical Commissioning Group
- NHS England
- NHS Property Services Ltd
- Npower Renewables
- Nuffield Hospital Cambridge
- Office of Rail Regulation
- Papworth NHS Trust
- Scottish & Southern Electric
- Scottish Power
- South Cambridgeshire District Council
- Southern Electric
- Sport England
- SSE
- The Coal Authority
- Three
- Transport for London
- UK Power Distribution Ltd
- UK Power networks
- Utility Assets
- Virgin Media

#### **COUNCILLORS**

- 42 x City Councillors
- All County Councillors (City Wards)
  - Members of the Joint Strategic Transport and Spatial Planning Group

#### **COMMUNITY ORGANISATIONS**

- Abbey People
- Age Concern
- Abbey People
- Age Concern Cambridgeshire
- Ascham Road Residents' Association
- Bradmore & Petersfield Residents Association
- Brunswick & North Kite Residents Association
- Cambridge Allotments
- Cambridge Association of Architects
- Cambridge Chamber of Commerce
- Cambridge Citizens Advice Bureau
- Cambridge Ethnic Community Forum
- Cambridge Federation of Residents' Associations
- Cambridge Past Present and Future
- Cambridgeshire Older Peoples Enterprise (COPE)
- Christs Pieces Residents Association
- Disability Cambridgeshire
- Evening Court RA
- Friends of Mitcham's Corner
- Glisson Road/Tenison Road Area Residents' Association
- Guest Road Residents' Association
- Gurney Way (& Atherton Close) Residents Association
- Highsett Flats Resident's Association
- Highsett Houses Residents' Society
- Highworth Avenue CB

- Hurst Park Estate Residents' Association (HPERA) RA Committee\*3
  - Hurst Park Estate Residents' Association (HPERA) \*3
  - Jesus Green Association
  - King Street Neighbourhood Association
  - Mill Road Community Improvements Group
  - Milton Road RA (MRRA)
  - Mitchams Corner Residents' & Traders' Association (MCRTA)
  - Mulberry Close (Leys Road, Cambridge) Residents' Society Ltd
  - Natural Cambridgeshire
  - Park Street Residents' Association
  - Petersfield Area Community Trust (PACT)
  - Petersfield Mansions Residents' Association
  - Radcliffe Court Residents' Association
  - Sandy Lane Residents' Association
  - The Church of England Ely Diocese
  - Victoria Park Residents Working Group
  - Various developers and agents
- OTHERS**
- Cambridge Cycling
  - Cambridgeshire Wildlife Trust
  - Cambridgeshire Campaign for Better Transport

**Other methods of notification** included:

- a public notice in the Cambridge News (27<sup>th</sup> September 2017);
- through the Council's webpages;
- via Facebook: <https://www.facebook.com/camcitco>;
- twitter: <https://twitter.com/camcitco> and;
- the Council's Local Plan blog: <http://cambridgelocalplan.wordpress.com/>.
- Two public exhibitions were held at the Grafton Shopping Centre during the consultation period. These took place:
  - Saturday, 30 September 2017 from 11am to 3pm; and
    - At this event, approximately 146 people visited the exhibition.
    - The main topics of concern included: the need for more affordable housing in the area rather than 'high-end' flats for foreign investors, the need to retain affordable shops along Burleigh Street; support for and against new student accommodation; new leisure uses in the area; issues to do with cyclist along Burleigh Street during the daytime when they should be doing so.
  - Wednesday, 1 November 2017 from 2pm to 8pm.
    - At this event, approximately 185 people visited the exhibition.
    - The main topics of concern included: the redevelopment of buildings along Fitzroy Street, Salmon Lane and how existing residents might be affected; the loss of car/cycle parking; the need for a hotel in the area; the types of new shops that might be introduced; and support for more food/convenience shopping.
- Posters were displayed at the following locations:
 

▪ Adam & Eve St Car Park	▪ Madingley Rd P&R
▪ Kelsey Kerridge	▪ Central Library
▪ Queen Anne	▪ Customer Service Centre Mandela House
▪ New Square	
▪ Grafton Centre	

- During the consultation, the following residential streets were leafleted advertising the public consultation:
  - Fitzroy Lane
  - Burleigh Place
  - Burleigh Street
  - Carl Hunter House (flats at end of Adam & Eve Street)
  - Paradise Street
  - City Road (consecutive nos. 3-7 and 44-53)
  - Eden Street (consecutive nos. 19-63)
  - Eden Street Backway
  - New Square (consecutive nos. 21-49)
  - Fair Street
  - Maids Causeway (even nos. 24-68)
  - James Street
  - Christchurch Street
  - Napier Street
  - Wellington Street
  - Severn Place
  - East Road

### **Consultation Methodology**

A six-week consultation period for the draft Grafton AoMC - Masterplan and Guidance SPD took place from:

**9am on 25 September 2017 to 5pm on 6 November 2017**

The draft SPD 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/grafton-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 the Central Library in Lions Yard.

The draft SPD was also available for purchase from the Customer Service Centre (phone 01223 457000).

Comments could be made using:

- the online consultation system <http://cambridge.idi-consult.net/localplan/> or; the printed response form which is available from Customer Service Centre (details above) or can be downloaded and filled in electronically by visiting <https://www.cambridge.gov.uk/grafton-aomc-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](mailto:policysurveys@cambridge.gov.uk)

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

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

- Tel: 01223 457000
- Email: [policysurveys@cambridge.gov.uk](mailto:policysurveys@cambridge.gov.uk)

## **Key Issues Raised**

During the consultation, 340 representations were received, made by 44 respondents, of which 122 representations (36%) were supportive and the remainder, 218 (64%) were objections (including qualified supportive representations). The majority of responses came from statutory organisations and local people.

In summary, the key issues raised (see Appendix A) include:

- Cambridgeshire County Council:
  - Supports the principle of exploring cycle routes and pedestrian connectivity through Fitzroy Street and Burleigh Street, as well as other entrances to the Grafton Centre. Careful consideration of cycle parking will be needed to ensure enough is provided, whilst ensuring location of parking is convenient and does not detract from the streetscape;
  - Supports the need for positive streetscaping and accessible routes for both the mobile and mobility impaired;
  - Recognises the opportunity to change the form of East Road, however, requires arrangements to be discussed between Cambridgeshire County Council, public transport operator Stagecoach and GCP following the outcomes from access study.
  - Highlighted concern about sufficient provision of cycle parking close to retail units.
  - Is not supportive of the reinstatement of Fitzroy and Burleigh Street for motorised vehicular traffic including taxi services due to safety implications for vulnerable road users.
  - The lack of details regarding future retail unit servicing arrangements including areas for taxi pick-up and drop off points.
- Universities Superannuation Scheme Limited support the mixed-use approach to the redevelopment, however clarification is sought about the retail evidence base.
- Historic England supports the proposals for re-instatement of historic shopfronts.
- Various other supportive representations included:
  - The redesigns of inactive or service areas fronting the streets can be greatly improved through high quality design.
  - Development offers an excellent opportunity to restore Salmon Lane as a Regency mews within the Kite Conservation Area.
  - The need for flexibility of design allowing for significant adaptation in the future.
  - The retention and increase of cycle parking spaces however, cycle parking must be spread out with a variety of short and long stay parking. The SPD does however require additional detail as to how 1,000 spaces will be achieved.



- Objections to the SPD included
  - Any changes to servicing operations will need to be evidenced with some service areas labelled 'redundant' seen as necessary e.g. Burleigh Street is not wide enough to take over this functionality.
  - The development of high buildings destroying the character of the Victorian and Georgian residential surrounding area.
  - The development on the car park as properties on Maids Causeway will be significantly impacted – historic value/beauty.
  - The suggestion of a hotel in the area which is not suitable.
- Concerns were registered about:
  - The loss of pedestrian precinct with taxi access strongly unnecessary.
  - The size, height, mass and scale of the development in comparison to the surrounding area. The building of 2-3 storey houses on Salmon Lane and concerns for the privacy of local residents.
  - The period when the Grafton West car park is not operational as this will impact users of facilities such as Eden Chapel, particularly older and less able users.
  - Objection to the suggestion of a hotel as the area is not suitable.
  - Future-proofing is not just in terms of building use, but also transport terms too – development must aim for fewer cars and delivery vehicles.
- Other objections were submitted regarding:
  - The dangerous use of 'floating' bus stops on East Road is dangerous enough;
  - The provision of a segregated cycleway in the pedestrian area;
  - The loss of affordable shops that serve local people e.g. charity shops and vacuum cleaner shops.
  - The lack of affordable social housing with concerns for the likelihood of penthouse apartments and hotels.
  - The potential increase in vehicle traffic accessing Salmon Lane.
  - Student accommodation in an area that does not provide housing for lower paid workers or 40% affordable housing.
  - Other matters raised included the need for youth and community provision in the area with a limit to night time activities to avoid the disturbance of local residents.

### **Next steps**

The examination hearings for the emerging Local Plan have now closed. The Council is now consulting on the Main Modifications identified by the Inspectors that they consider may be necessary in order for the Local Plan to be found 'sound'. If further changes to the Local Plan are made following this consultation, 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>.

The emerging Local Plan for the Council has now reached the stage of consulting on the Main Modifications identified by the Inspectors that they consider may be necessary in order for the Local Plan to be found 'sound'. This means the Council is unable to adopt the Grafton AoMC - Masterplan and Guidance SPD until the Local Plan has been found sound and adopted. In the interim period, prior to adoption of the SPD, the Grafton AoMC SPD provides context and guidance for Fitzroy, Burleigh Street and the Grafton Area as material consideration in the planning process.