

Item

CAMBRIDGE NORTHERN FRINGE ISSUES AND OPTIONS 2



To:

Councillor Kevin Blencowe, Executive Councillor for Planning Policy and Transport
Planning & Transport Scrutiny Committee 15 January 2019

Report by:

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Wards affected:

East Chesterton and King Hedges

Key Decision

1. Executive Summary

- 1.1 The purpose of this report is to seek agreement for the joint Cambridge Northern Fringe Area Action Plan Issues and Options 2 and supporting documents to be published for consultation.
- 1.2 The Cambridge and South Cambridgeshire Local Plans identify Cambridge Northern Fringe East as an area for regeneration, and propose the production of a joint Area Action Plan (AAP). An Issues & Options Report was published for consultation in December 2014, and the consultation results were reported to members in 2015. Following consultation, work on the AAP was paused at this point to consider the way forward, and whilst the Councils' Local Plans were progressed.
- 1.3 Since the close of consultation on the Issues & Options 1 document, there have been a number of significant developments that both affect and inform the preparation of the AAP. In particular, submission of a Housing Infrastructure Fund bid to relocate the Water Recycling Centre off-site, and completion of the Ely to Cambridge Transport Study.
- 1.4 It is now proposed to carry out an Issues and Options 2 consultation, which provides a revised vision for the site, reflecting the more comprehensive

regeneration that could be achieved if the HIF bid is successful and the Water Recycling Centre is relocated off site. In addition, the Local Development Scheme proposes to include the Cambridge Science Park within the AAP area, to ensure best use is made of land, to manage the constraints of the current transport network, and to seek opportunities to support travel by means other than by car. To reflect the change in boundary area, the AAP has been renamed as Cambridge Northern Fringe (CNF). The Councils will make a decision on the AAP boundary following consultation.

- 1.5 The Issues and Options 2 Report will also be considered by the South Cambridgeshire Cabinet on 9th January 2019, and the decision will be reported verbally to the Scrutiny Committee.

2. Recommendations

- 2.1 The Executive Councillor is recommended to:

- a) Approve the Cambridge Northern Fringe Issues and Options 2 for Regulation 18 public consultation in accordance with the Town and Country Planning (Local Planning) (England) Regulations 2012 for a period of six weeks jointly with South Cambridgeshire District Council (Appendix 1);
- b) Approve the Statement of Consultation (Appendix 2)
- c) Note the findings of the Interim Sustainability Appraisal and Equalities Impact Assessment (Appendices 3 and 4)
- d) Delegate authority to the Executive Councillor for Planning Policy and Transport, in consultation with the Chair and Spokes for the Planning Policy and Transport Scrutiny Committee, to consider and agree, as is consistent with this Council's Corporate Objectives, any changes proposed by South Cambridgeshire District Council.
- e) Delegate authority to the Joint Director of Planning and Economic Development, in liaison with the Executive Councillor for Planning Policy and Transport, and the Chair and Spokes for the Planning Policy and Transport Scrutiny Committee, to make editorial changes to the Issues and Options Report and supporting documents prior to the commencement of the consultation period (to comprise minor amendments and factual updates and clarifications).

3. Background

- 3.1 The Cambridge Northern Fringe East area is designated in the new local plans for both Cambridge and South Cambridgeshire as an area for regeneration. The area extent, and the quantum and phasing of development, is proposed to be established through the production of a joint Area Action Plan (AAP).
- 3.2 In the current local plans, the Councils have so far placed no reliance on any levels of development in this area in meeting the growth needs of the Greater Cambridge area. Therefore, the Area Action Plan is particularly significant as it will feed into

meeting development needs that will be identified in the wider joint Greater Cambridge Local Plan that the Councils have committed to start work on in 2019.

- 3.3 Work on preparing the joint AAP initially commenced in early 2014. An Issues & Options Report was published for consultation in December 2014. Recognising the challenges involved in relocating the Water Recycling Centre (WRC), this set out four potential options for the future development potential of the area. The first three options focused on development opportunities that could coexist with the WRC remaining on site as is currently or in a consolidated form. Due to adverse odour constraint issues associated with the WRC, these options significantly constrain the potential development in the vicinity to primarily employment uses. The fourth option proposed relocation of the WRC, enabling a greater mix of development. The consultation also proposed the potential of expanding the AAP boundary beyond the Local Plan site allocation to include the Cambridge Science Park, to ensure development across the area was coordinated.
- 3.4 The results from the consultation were reported to members in 2015 (Joint Strategic Transport and Spatial Planning Group - 16 November 2015; South Cambridgeshire District Council's Planning Portfolio Holder Meeting - 17 November 2015; Cambridge City Council's Development Plan Scrutiny Sub-Committee – 17 November 2015). Previous representations are also available to view in full on the Councils' websites.
- 3.5 While the results from the consultation indicated a strong preference for variations of Options 2 and 4, City Cambridge City Council members considered the cost and challenge of relocating the WRC under Option 4 was unfeasible at that time, rendering the option a non-starter. Work on the AAP was paused at this point to consider the way forward, and whilst the Councils' Local Plans were progressed through the examinations.
- 3.6 Since the close of consultation on the Issues & Options document, there have been a number of significant developments that both affect and inform the preparation of the AAP. These are:

The new North Cambridge Station and extension of the Guided Busway

- 3.7 These key elements of public transport infrastructure were still proposals or under development when the last Issues & Options consultation was undertaken. Now operational, and with increasing patronage, there is a need to maximise the investment in these new public transport facilities and ensure they become part of the sustainable transport network for the city.

The Ely to Cambridge Transport Study (ECTS)

- 3.8 The ECTS was commissioned by the Greater Cambridge Partnership (GCP) to consider the transport needs of the Ely to Cambridge corridor as a whole, in addition to the specific needs of the major developments included in the Local Plans of the new town north of Waterbeach and on the CNF.

- 3.9 The transport modelling considered the previous employment led options from Issues and Options in 2014 and suggested that a more residential-led development mix for the comprehensive approach to the site, which reduces external trips, would provide better transport outcomes. Therefore, plans for the area would need to minimise car use to the site, maximise the take-up of non-car modes including walking, cycling, bus and rail use, and promote land uses that encourage trips to be retained on-site where possible. This suggests it will be important to review the policies in the Local Plans which are for employment led development with supporting uses including residential, and consider whether a more balanced development is now appropriate, and if so what the balance should be.
- 3.10 The ECTS identified significant transport constraints to the realisation of further growth across CNF. In accordance with the findings of the ECTS, it recommends the application of a highway 'trip budget' approach, which essentially identifies the level of vehicular trips that can be made to and from the areas east and west of Milton Road without leading to a severe further impact on the strategic road network. It is therefore based on the number of trips generated and not any particular level of development. The highway trip budget, alongside further mitigation through innovative transport policy measures and other transport infrastructure improvements, will inform the different levels and mixes of development that could be considered on CNF through the AAP.
- 3.11 The ECTS has also confirmed the importance of the Science Park to the transport issues of in the vicinity of CNF. If further growth in the CNF is to be enabled there is a need to bring this development forward in a very different way so as to significantly reduce the mode share of trips made to the site by car, and enable access by other means. Links to the Railway Station, busway, and other transport improvements will be key to this.

Government's Housing Infrastructure Fund

- 3.12 In July 2017, the government announced a new funding initiative – the Housing Infrastructure Fund (HIF) – which funds the unlocking of challenging sites for the delivery of significant housing. In September 2017, with the endorsement of the Cambridgeshire and Peterborough Combined Authority, Cambridge City Council and Anglian Water submitted a bid to cover the cost of relocating the WRC. This separate but parallel process, if successful, could release the site for comprehensive regeneration.
- 3.13 The Government announced in March 2018 that the HIF bid had been shortlisted and was advancing to the detailed business case stage. A formal announcement on the HIF is due in early 2019 and will inform future stages in the preparation of the AAP.
- 3.14 The planning process for the future location of the Water Recycling Centre is outside the scope of this Area Action Plan. The County Council is the Local Planning Authority for waste matters.

The Cambridge Northern Fringe AAP Area

- 3.15 New transport evidence identifies significant capacity issues in the network in the vicinity of Cambridge Northern Fringe East such that it will be necessary to consider such that a comprehensive approach to managing the future of the Cambridge Science Park together with the CNF East area identified in the Local Plans is required to ensure best use is made of land in this area having regard to the constraints of the current transport network. It is therefore proposed in the Issues and Options Report 2 that the Area Action Plan will be prepared which includes both the CNF East area and the Cambridge Science Park. A decision can then be made taking account of the results of consultation. In order to make clear that the Area Action Plan comprises a wider area than the Cambridge Northern Fringe East policies in the Local Plans, and to simplify the title, it is proposed to update the name of the Area Action Plan to Cambridge Northern Fringe.

Issues and Options 2

- 3.16 The Issues and Options 2 report responds to the changing circumstances, and is the starting point for reconsidering how the CNF could be developed in the future.
- 3.17 The Issues & Options 2 Report identifies the key issues, challenges and opportunities facing the CNF area and sets out the different ways (options) these could be responded to. It invites public and stakeholder views and comments on these but also offers the opportunity for people to offer up further information of relevance to the development of the Plan.
- 3.18 The draft Issues and Options 2 Report is included as appendix 1 of this report. It includes an Executive Summary, which details what the issues and options covers. Members are directed to that for a more complete summary, but in brief the draft Issues and Options 2 report includes:
- The broader planning policy context that the AAP must be developed within;
 - What the area is like today, and the opportunities and constraints it presents. This includes consideration of the different land uses currently within the area;
 - A new vision is proposed for the AAP area: 'Cambridge Northern Fringe - A thriving low carbon place for innovative living and working; inherently walkable where everything is on your doorstep';
 - A number of objectives are proposed for the area around three headings:
 - A place with a strong identity that successfully integrates into Cambridge
 - A high quality, healthy, biodiverse place
 - An adaptable knowledge district.
 - Principles for place making, exploring how to make best use of the land available and to maximise the possibility of creating a self-supporting high quality new City District. A Concept Diagram is included, as a basis for indicating the kind of place that could be created, and as a hook for a series of issues regarding how the area could come forward;

- Transport issues, seeking views on ways to make travel to and within the area focus on means other than the car. Given the existing constraints on the road network this will be key to making this new district a success;
- Employment development issues explore the types of space that should be provided in CNF, and what is needed to support those uses;
- Housing issues seek views on the types and mix of housing that should be sought;
- Retail, Leisure and Community Services & Facilities, and what sort of facilities will be needed to support this new City District;
- Climate Change and Sustainability, proposing options regarding sustainable design and construction standards that should be applied. This section responds to both Councils aim towards zero carbon by 2050;
- Implementation, delivery, variability and phasing, including issues regarding how infrastructure delivery and funding will be taken forward. It also sets out how the Council's will address planning applications that come forward ahead of the AAP reaching a more final stage.

Findings of the South Cambridgeshire Scrutiny and Overview Committee

- 3.19 A draft version of the Issues and Options 2 document was reported to the South Cambridgeshire Scrutiny and Overview Committee on 18 December. They agreed to endorse the recommendations going to South Cambridgeshire Cabinet. Responding to issues raised in the discussion at the meeting, items have been added to the glossary, and under the potential to include review mechanisms regarding sustainable design and construction standards, an amendment has been made such that it could respond to changes in local as well as national policy.
- 3.20 In addition, officers have made a number of amendments to the version considered by the Scrutiny and Overview Committee, primarily to provide clarification or fix typographical errors. Additional example photos and maps have also been added. One additional issue has been added, to seek views on whether an underground waste system like the one at the Eddington Development at North West Cambridge should be considered in this area.

Consultation

- 3.21 It is proposed to carry out consultation on Issues and Options 2 in Spring 2019 for 6 weeks, with provisional dates identified as 4 February 2019 to 18 March 2019.
- 3.22 The Issues and Options report 2 would be accompanied by a number of supporting documents:
- Consultation Statement (appendix 2): Sets out the consultation process for plan making, including how the Issues and Options 2 consultation will be carried out. It

includes a summary of representations received in 2014, and how those issues have been considered and taken into account in preparing Issues and Options 2.

- Interim Sustainability Appraisal (appendix 3): An appraisal of the sustainability effects of the issues and options 2. This is an interim stage of the sustainability appraisal that must accompany the draft plan itself at the next stage.
- Equalities Impact Assessment (appendix 4): Considers the impact of proposals on people that live in, work in or visit the area.

Consideration by South Cambridgeshire District Council

3.23 The Area Action Plan is being produced jointly with South Cambridgeshire District Council. It will also be considered by the South Cambridgeshire Cabinet meeting on 9th January 2019, and the decision will be reported verbally to the Scrutiny Committee.

Next Steps

- 3.24 The next stage of the AAP's preparation will be to consider the responses received to consultation, as well as responses received to the first consultation, alongside the emerging evidence base, to inform an appropriate development strategy to be progressed in a draft of the AAP. This will start to set out the types and quantity of development to be provided within CNF as well as the policies and site allocations needed to give effect to the vision and strategic objectives for CNF as a whole as well as its constituent parts.
- 3.25 Both Councils have recently updated their Local Development Schemes, which include an updated timetable for production of the AAP. Key future stages include Consultation on Draft Area Action Plan - Spring 2020; Proposed Submission Consultation - Spring 2021; Submission to the Secretary of State - Summer 2021; AAP Adoption Summer 2022.

4. Implications

(a) Financial Implications

Preparation of the Cambridge Northern Fringe AAP Issue and Options 2 has been included in planned budgets.

(b) Staffing Implications

Currently anticipated to be within existing budgets. This will be kept under review alongside other work priorities and as part of the Greater Cambridge Shared Planning Service Phase 2.

(c) Equality and Poverty Implications

The Issues and Options 2 report has been subject to an Equalities Impact Assessment, which is included as an appendix to this report.

(d) Environmental Implications

The Issues and Options 2 Report responds to climate change, proposing a series of options regarding the nature and form of development, which have the potential to provide climate change adaptation and mitigation.

(e) Procurement Implications

None

(f) Community Safety Implications

The Issues and Options report addresses a range of community considerations that can be explored as the AAP is developed.

5. Consultation and communication considerations

5.1 The drafting of the report has been informed by consultation responses received from the Issues and Options 1 consultation in 2014. A series of forums have also been established, to provide a mechanism to discuss the AAP with stakeholders. Details are included with the Statement of Consultation, which is included as an appendix to this report. It also sets out the consultation arrangements that will be applied to the Issues and Options 2 consultation.

6. Background papers

Cambridge Local Plan 2018 - <https://www.cambridge.gov.uk/about-the-local-plan-review>

South Cambridgeshire Local Plan 2018 - <http://www.scambs.gov.uk/planning/local-plan-and-neighbourhood-planning/the-adopted-development-plan/south-cambridgeshire-local-plan-2018/>

Cambridge Northern Fringe Issues and Options 1 (2014), including background documents and representations received:

<https://www.cambridge.gov.uk/cambridge-northern-fringe-east-area-action-plan>

Responses to Issues and Options 1 were reported to the following meetings:

- Joint Strategic Transport and Spatial Planning Group - 16 November 2015 - <http://democracy.cambridge.gov.uk/ieListMeetings.aspx?CId=415&Year=0>
- South Cambridgeshire District Council's Planning Portfolio Holder Meeting - 17 November 2015 - <http://scambs.moderngov.co.uk/mgCommitteeDetails.aspx?ID=1059>
- Cambridge City Council's Development Plan Scrutiny Sub-Committee – 17 November 2015 - <http://democracy.cambridge.gov.uk/ieListMeetings.aspx?CId=184&Year=0>

7. Appendices

Appendix 1 – Draft Issues and Options 2 Report

Appendix 2 – Draft Statement of Consultation

Appendix 3 – Draft Interim Sustainability Appraisal

Appendix 4 – Draft Equalities Impact Assessment

8. Inspection of papers

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

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