

**GRAFTON AREA OF MAJOR CHANGE SUPPLEMENTARY PLANNING
DOCUMENT – CAMBRIDGESHIRE COUNTY COUNCIL (CCC) RESPONSE**

To: Economy and Environment Committee

Meeting Date: 7 December 2017

From: Executive Director – Economy, Transport and Environment

Electoral division(s): Market, Petersfield

Forward Plan ref: NA **Key decision:**
No

Purpose: To present the County Council response to the Grafton Area Supplementary Planning Document, prepared by Cambridge City Council.

Recommendation: To endorse the County Council response, which was submitted to Cambridge City Council in early November 2017, in line with its consultation deadline.

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1. BACKGROUND

- 1.1 The Fitzroy, Burleigh Street & Grafton Area is identified in the Cambridge Local Plan as an 'area of major change' (policy 11), a location for expansion and/or redevelopment for retail and leisure use - with residential and student accommodation on upper floors, as well as the primary focus for providing additional comparison retail in the city centre.
- 1.2 A draft Supplementary Planning Document (SPD) has been developed for the area - including the Grafton Centre, Fitzroy Street and Burleigh Street as well as the car parks and service areas of the shopping centre. The SPD will help to define and add detail about the potential land uses, design and scale of development appropriate for the area. The 6 week consultation closed on 6 November 2017.
- 1.3 Cambridge City Council has led the development of the SPD, with Cambridgeshire County Council providing input to the document through its Transport Assessment and Highways Development Management Teams at regular stakeholder workshops.
- 1.4 The County Council consultation response sets out our general position on the transport elements of the proposals. Due to the timings of the Committee, the response was submitted on 6 November 2017 following liaison with the Chairman and Vice Chairman of the Committee.

2. MAIN ISSUES

- 2.1 The full SPD can be viewed on the City Council's website¹.
- 2.2 The plan at Appendix 1 provides a high level overview of the key connections proposed and site opportunities. The SPD will set out the key connectivity principles, recognising that the detail will come forward through the development of any subsequent outline application for the area. The CCC response is attached as Appendix 2.
- 2.3 The table below identifies the key transport proposals associated with the SPD and a summary of the feedback provided to Cambridge City Council in the response.

Issue	CCC Response
Vision and Objectives	
<p><i>Vision: The SPD seeks to enable the gradual transformation of the Grafton Centre and the streets and service areas which surround it. The site will continue to grow as a retail destination for the City accommodating future growth in retail floorspace, and complementing other central shopping locations.</i></p> <p><i>Opportunities to redevelop the edges of the Grafton Centre will initiate a step change in the quality of the area.</i></p> <p><i>These will establish the first steps towards the long-</i></p>	<ul style="list-style-type: none"> • CCC is supportive of the overall aspirations for the area, recognising that safe and efficient movement in and around the area should be a key consideration of any proposal. • Part of delivering a step change in the area will be enhancements to the transport network for pedestrians, cyclists and public transport users. • As proposals come forward, CCC will

¹ <https://www.cambridge.gov.uk/grafton-area-of-major-change-masterplan-and-guidance-spd>

<p><i>term regeneration of the area with a broader, more diverse mix of uses, an improved evening offer and greater emphasis on better spaces for people, and improved streets which feel safe, and reconnect the area with the wider neighbourhood.</i></p>	<p>need to be involved in shaping the detail and assessing the impacts.</p>
<p>Movement and Access</p>	
<p>Improve East West Connection: <i>Strengthen the east-west connection between Fitzroy Street and East Road. Short term – through internal configuration of the Grafton Centre. Longer-term it could form a key connection as part of a new street-based retail and leisure offer with residential or other uses on upper floors.</i></p> <p>Improve North South Connection: <i>Short-term / medium-term - through targeted improvements to signage and wayfinding, with selective redevelopment opportunities and service yard improvements contributing to clearer street connections. Longer term - more comprehensive redevelopment could enable a more complete network of north-south connections integrated with a new connection between Fitzroy Street and East Road. Extensions to the existing north-south streets (James Street, Christchurch Street, Napier Street and Wellington Street) connecting from Maid's Causeway / Newmarket Road to Fitzroy Street and beyond to Burleigh Street will form vital secondary connections.</i></p>	<ul style="list-style-type: none"> • The connectivity enhancements set out in the movement strategy are supported in principle.
<p>Walking and Cycling: <i>“Proposals should demonstrate an integrated approach to cyclist and pedestrian movement including the creation of defined footways and shared surfaces. The pavements should accommodate primary pedestrian movements and accommodate other functions such as al-fresco eating and occasional market stalls. The new carriageways could have the character of a shared surface, enabling informal negotiation between users including pedestrians and cyclists”.</i></p>	<ul style="list-style-type: none"> • CCC 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. • It is important to establish the hierarchy of routes for pedestrians, cyclists and vehicles. The removal of cycling restrictions should be carefully considered in conjunction with appropriate provision of cycle lane infrastructure and how this hierarchy can work in harmony with pedestrian routes, especially cross-cutting from opposite sides of the streets. Consideration should also be given to ensuring cycle speeds remain low where cycling is allowed to prevent conflicts between pedestrian users and associated safety implications.
<p>Cycle Parking <i>“A mixture of short and long-stay spaces should be provided to support the Grafton Area as a destination for shopping Short-stay spaces should</i></p>	<ul style="list-style-type: none"> • CCC supports the principle of providing a consolidated cycle parking offer for long stay visitors, though the location and quality of the offer will be important to its

<p><i>be focused in convenient on-street locations on Fitzroy Street, Burleigh Street and East Road. Long-stay spaces should be located in secure facilities within strategic, accessible locations”.</i></p> <p><i>“A mixture of short and long-stay spaces should be provided to support the Grafton Area as a destination for shopping Short-stay spaces should be focused in convenient on-street locations on Fitzroy Street, Burleigh Street and East Road. Long-stay spaces should be located in secure facilities within strategic, accessible locations”.</i></p>	<p>success. There will need to remain some provision in the direct vicinity of the shops for short stay visitors.</p> <ul style="list-style-type: none"> • Careful consideration of cycle parking will be needed to ensure enough provision is provided, whilst ensuring location of parking is convenient, but does not detract from the streetscape.
<p>Public Transport:</p> <p><i>“Development proposals should incorporate an integrated approach to buses with a view to improving local walking routes from bus stops to the Grafton Area and key shopping streets”.</i></p> <p><i>“The removal of the existing Grafton Bus Interchange and its potential replacement with on-street bus stops serviced by northbound and southbound bus services”</i></p>	<ul style="list-style-type: none"> • CCC recognises opportunities to improve the public transport interaction with the site and the opportunity for a more attractive arrival environment. Changes to the public transport arrangements should be discussed in detail with the public transport operator Stagecoach, and CCC public transport leads. • CCC supports a holistic approach to a new bus interchange arrangement and improved pedestrian experience between this and the Grafton Centre site. • The potential to reduce the width of East Road carriageway would support this aim, however the wider impact of these changes would need to be further investigated through a traffic assessment and working closely with the GCP.
<p>Taxi Movements</p> <p><i>“The potential for taxi movements after 5pm along Fitzroy Street and Burleigh Street is being considered alongside proposals for improvements to pedestrian movement and cycling”</i></p>	<ul style="list-style-type: none"> • The County Council are <u>not</u> supportive of taxis on a through route between Fitzroy Street and East Road, this would result in rat running and safety concerns for pedestrians and cyclists. • Consideration should be given to a more appropriate location for taxi pick up and drop off – not in locations that are currently pedestrianised.
<p>Car Parking</p> <p><i>“The principal public car park will be the existing Grafton East Car Park which will be encouraged through signage and improved legibility. There is potential for a new basement level car park on the site of the former Grafton West Car Park as part of development proposals for Fitzroy Street and the area to the north.</i></p>	<ul style="list-style-type: none"> • Redevelopment of the existing deck car park in Grafton West to provide same number of spaces in a single basement level would enhance the area whilst maintaining current level of spaces. This supports better connectivity to/from the site to Newmarket Road, with a strong emphasis on creating a safer passage between these areas.

2.4 The City Council will consider consultation comments received and the County Council will continue to work closely with the City as proposals are developed. The final SPD will be presented for adoption concurrently following the adoption of the Cambridge Local Plan (estimated Spring 2018).

3. ALIGNMENT WITH CORPORATE PRIORITIES

3.1 Developing the local economy for the benefit of all

The proposals set out in the SPD are important for the broader development of the Cambridgeshire economy and will assist in the development and improvement of the area covered.

3.2 Helping people live healthy and independent lives

Any planning applications coming forward will need to demonstrate how it provides for healthy and independent lives in accordance with local plan policies.

3.3 Supporting and protecting vulnerable people

There are no significant implications for this priority.

4. SIGNIFICANT IMPLICATIONS

4.1 Resource Implications

There are no significant implications within this category.

4.2 Procurement/Contractual/Council Contract Procedure Rules Implications

There are no significant implications within this category.

4.3 Statutory, Legal and Risk Implications

There are no significant implications within this category.

4.4 Equality and Diversity Implications

There are no significant implications within this category.

4.5 Engagement and Communications Implications

There are no significant implications within this category.

4.6 Localism and Local Member Involvement

There are no significant implications within this category.

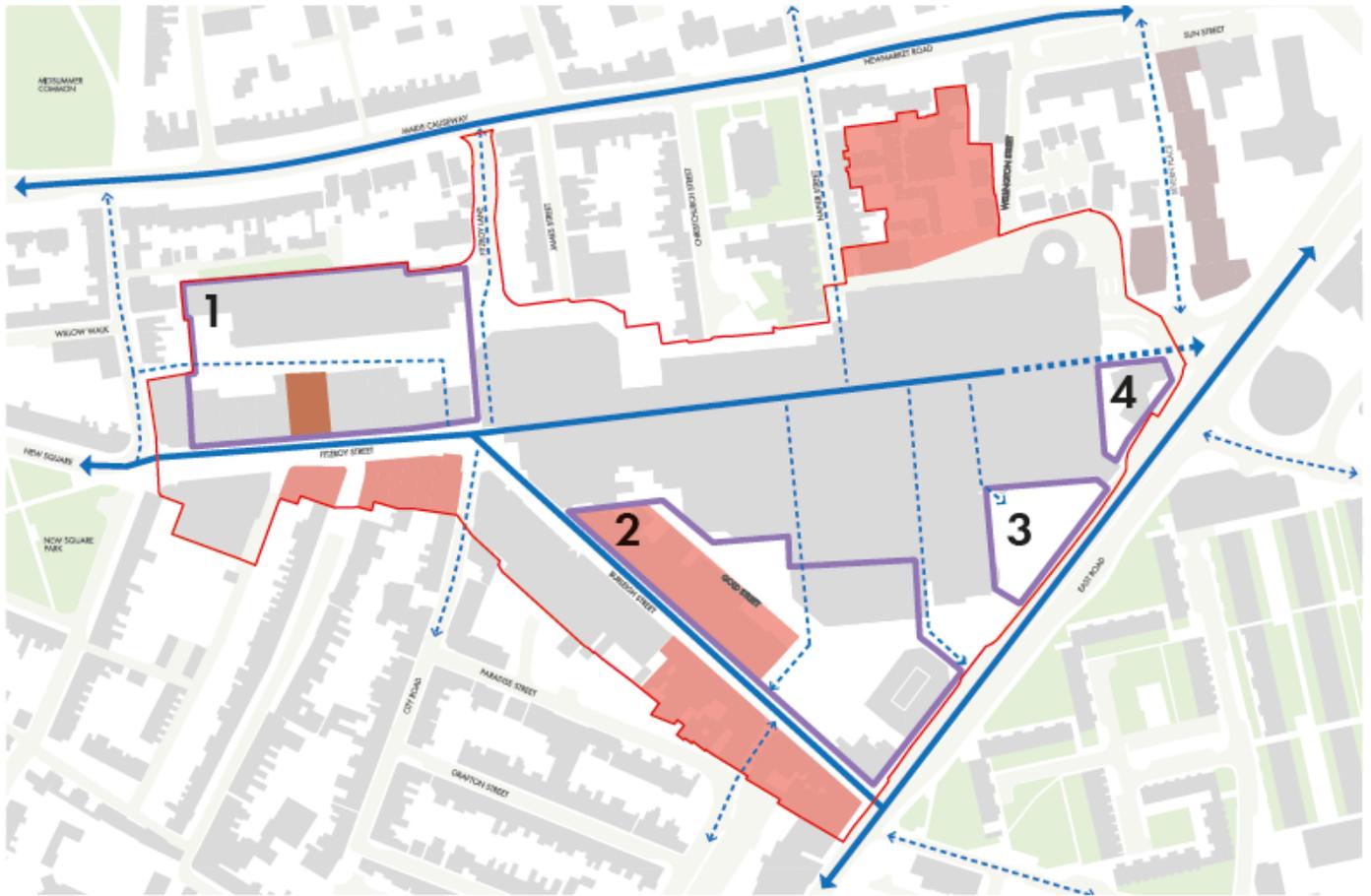
4.7 Public Health Implications

There are no significant implications within this category.

Implications	Officer Clearance
Have the resource implications been cleared by Finance?	Yes Sarah Heywood
Have the procurement/contractual/ Council Contract Procedure Rules implications been cleared by the LGSS Head of Procurement?	Yes Paul White
Has the impact on statutory, legal and risk implications been cleared by LGSS Law?	Yes Fiona McMillan
Have the equality and diversity implications been cleared by your Service Contact?	Yes Tamar Oviatt-Ham
Have any engagement and communication implications been cleared by Communications?	Yes Eleanor Bell
Have any localism and Local Member involvement issues been cleared by your Service Contact?	Yes Tamar Oviatt-Ham
Have any Public Health implications been cleared by Public Health	Yes - Subject to ongoing involvement as proposals are developed Tess Campbell

Source Documents	Location
Grafton Draft SPD Consultation	https://www.cambridge.gov.uk/grafon-area-of-major-change-masterplan-and-guidance-spd
Draft Cambridge Local Plan	https://www.cambridge.gov.uk/ccm/navigation/planning-and-building-control/planning-policy/local-plan-review

Appendix 1 – Key Connections and Site Opportunities



-  Primary routes
-  Primary route in the longer term
-  Secondary routes

 Listed building

 Areas for potential shopfront improvements/enhancement

 SPD boundary

-  Opportunity sites
 1. Fitzroy Street North including Grafton West Car Park
 2. Burleigh Street and Abbeygate House
 3. East Road - bus area
 4. East Road - working men's club (subject to suitable alternative sites being found)

**GRAFTON AREA OF MAJOR CHANGE
DRAFT SUPPLEMENTARY PLANNING DOCUMENT CONSULTATION
CAMBRIDGESHIRE COUNTY COUNCIL RESPONSE**

**PREPARED BY: Transport Assessment Team
AUTHOR: David Allatt
DATE: 6th November 2017**

Thank you for consulting Cambridgeshire County Council (CCC) on the draft *Grafton Area of Major Change Supplementary Planning Document 2017*. CCC has welcomed involvement to date and it is encouraging to see a number of positive key principles reflected in the draft. We have identified some issues, reflected in this response. Indeed the detail of how these principles come forward is a matter for the future, and we would welcome ongoing involvement in this regard.

CCC is broadly supportive of the vision and objectives and see the SPD as an opportunity to lock in key principles that will benefit sustainable and safe movement in and around the site. A summary of our view is provided below, followed by a commentary on specific sections of the document.

SUMMARY

Walking and Cycling

- CCC 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 provision is provided, whilst ensuring location of parking is convenient, but does not detract from the streetscape.
- It is important to establish the hierarchy of routes for pedestrians, cyclists and vehicles. The removal of cycling restrictions should be carefully considered in conjunction with appropriate provision of cycle lane infrastructure and how this hierarchy can work in harmony with pedestrian routes, especially cross-cutting from opposite sides of the streets. Consideration should also be given to ensuring cycle speeds remain low where cycling is allowed to prevent conflicts between pedestrian users and associated safety implications.
- CCC supports the need for wayfinding, both in the short term and as the development progresses to ensure smooth and confident movements across and around the Grafton Centre area, supported by positive

streetscaping and accessible routes for both the mobile and mobility impaired.

Connectivity with East Road and Newmarket Road.

- CCC supports the need to work in close partnership with the Greater Cambridge Partnership (GCP) and in particular the City Access team. The connectivity of the site with East Road should be improved and support a holistic approach to a new bus interchange and improved pedestrian experience between this and the Grafton Centre site.
- The potential to reduce the width of East Road carriageway would support this aim, however the wider impact of these changes would need to be further investigated through a traffic assessment and working closely with the GCP.

Public Transport

- CCC recognises opportunities to improve the public transport interaction with the site and the opportunity for a more attractive arrival environment. Changes to the public transport arrangements should be discussed in detail with the public transport operator Stagecoach, and CCC public transport leads.

Taxi Movements

- The County Council are not supportive of taxis on a through route between Fitzroy Street and East Road, this would result in rat running and safety concerns for pedestrians and cyclists.
- Given the above, consideration should be given to a more appropriate location for taxi pick up and drop off – but taxis should not be allowed in any areas that are currently pedestrianised.

Car Parking Policy

- Redevelopment of the existing deck car park in Grafton West to provide same number of spaces in a single basement level would enhance the area whilst maintaining current level of spaces. This supports better connectivity to/from the site to Newmarket Road, with a strong emphasis on creating a safer passage between these areas.
- CCC supports the need for electric charging points, and this should also be encouraged in any redevelopment of the retail/public car parks.

REVIEW OF SPD DOCUMENT

Planning policy context

- 1.4 *“Be focused on providing access by sustainable modes of transport including improvements for pedestrians and cyclists such as an increase in cycle parking through additional managed cycle parking facility, and with no increase in car parking above current levels”.*

This statement implies that current short stay cycle parking levels will remain as existing and additional cycle parking will be provided through an additional managed facility. It is important that sufficient short term cycle parking is provided close to each retail facility. Inadequate levels or poorly located cycle parking can result in cycles being locked to street furniture or in more severe cases cyclists not calling at the retail offer in the area or choosing not to cycle. It must be demonstrated that adequate cycle parking is being provided for short term convenience shoppers within the immediate vicinity of the retail offer and long term cycle parking for the employees of the facilities and long stay shoppers.

- 2.2.8 Relocating the bus stops from the current bus interchange to East Road would potentially dis-benefit public transport users travelling to/from the Grafton Area as they will need to cross East Road rather than being dropped at the entrance to the Grafton Centre. Whilst supportive of the principle of improving the public transport arrangements, this will require further discussion with the operator and CCC as to how it can be best achieved.

Cycle routes and parking

- 2.2.10 The SPD should make allowances for short stay cycle parking close to retail entrances and in order to facilitate current levels and proposed demand.
- 2.2.16 CCC has previously requested that the servicing assessment (referred to in this section of the SPD) was to be provided to the County Council detailing the current servicing needs of businesses within the Grafton area to provide evidence to the statement: *‘It is likely the existing full extent of the service areas is no longer required by the centre and the potential for public realm improvements and areas of redevelopment should be explored’.*

In developing the SPD, there have been discussions about how the servicing demand / requirements might change in future. These changes are currently new concepts that are in the process or early stages of being developed. Any changes to servicing operations will need to be evidenced and ensure that they are futureproofed, thus at this stage the County Council recommend that the service areas be retained. The County Council do not support additional servicing

on street and are concerned by additional conflicts that this could result in.

- 2.7.4 *'Create a better frontage and pedestrian environment along East Road that is no longer dominated by traffic'*
The County Council recognises that the developer identifies this as a potential opportunity to change the form of East Road, however this requires further consideration with both CCC and Greater Cambridge Partnership following the outcomes of the access study.
- 4.2.1 The reinstatement of connections from Fitzroy Street to East Road is still very vague. The County Council are not supportive of the reinstatement of Fitzroy Street and Burleigh Street for motorised vehicular traffic due to safety implications for vulnerable road users.

Pedestrian and cycle connectivity

- 4.5.4 The reinstatement of carriageway for use by motorised vehicles is not supported by the County Council. CCC have previously advised that the Burleigh Street and Fitzroy Street design options will need to be discussed with both the walking/ cycling officer, cycle groups and mobility groups, and that these views should be fed into the SPD process. Did these meetings take place?

Public transport

- 4.2.15 The proposals for buses stopping on East Road need to be discussed in more detail with bus operators and Public Transport Officers.

The SPD includes reference to working closely with Greater Cambridge Partnership but should go on to identify extending services into the evenings to serve the Grafton Area.

Cycle parking

Cycle parking provision should be compared to anticipated demand to identify whether what is proposed is sufficient. This has not been referred to in the SPD. It is important that it is demonstrated that both the short and long stay parking are sufficient to cater for demand. It is important that short stay parking levels be comparable to existing and be sufficient when compared to demand to avoid cycles being locked to street furniture etc.

- 4.4.24 The County Council is not supportive of taxis on a through route between Fitzroy Street and East Road, this would result in rat running and safety concerns for pedestrians and cyclists.

During the workshops locals raised issue with servicing on street currently. With the new developments, intensification of use and

potential infilling of areas, there are anticipated to be additional demand for retail and other facilities in the area resulting in additional pedestrians, cyclists and public transport users being attracted to the area and potentially conflicting with existing servicing, which could potentially be worsened through the introduction of additional servicing on street.

- 4.5.4 The County Council are not supportive of the introduction of taxis on Fitzroy Street and Burleigh Street. CCC have previously suggested that use of the service areas (Burleigh Place) by taxis out of hours may be an acceptable way of allowing taxis into the area without allowing access into the pedestrianised area of Fitzroy Street and Burleigh Street. However, this doesn't appear to have been carried through into the SPD.

CCC HIGHWAYS COMMENTS

Planning policy context

- 1.4 *“Be focused on providing access by sustainable modes of transport including improvements for pedestrians and cyclists such as a managed cycle parking facility, and with no increase in car parking above current levels”*

- How will this be achieved by removal of the current, convenient on-street cycle parking just outside the shops and reintroduction of conflict with motor vehicles on Fitzroy Street and Burleigh Street?

“Improve the public realm along Fitzroy Street and Burleigh Street, by removing unnecessary signage and street furniture, and using a simple and durable palette of materials”;

- How will this be achieved if more traffic regulation and enforcement would be required?
- How will this be maintained in the long term, given current financial constraints?

Parking

- 2.2.4 *“The site is within a Controlled Parking Zone (CPZ) which means on street parking is restricted at certain times of day”.*

- The area is also subject to a Residents' Parking Scheme. Residents of any subsequent development would not be eligible for Residents' Permits.

Cycle routes and parking

2.2.12 *“The location and amount of cycle parking will need to be carefully reviewed as part of this SPD”.*

- This statement should include the stated intention that this must be as, or more, convenient to use than that which currently exists.

2.7.5 *Movement and access: Adapt and redevelop the service areas to the Grafton Shopping centre to better integrate the shopping centre into its context.*

- Should this not also include the aspiration to provide effective, efficient servicing?

Review the car parking requirement and redevelop the Grafton West Car Park.

- Surely the redevelopment should be a provisional aspiration if demonstrated to be appropriate?

4.2.18 *Longer-term proposals for servicing assume that normal retail and leisure units could be serviced from key primary streets based on an agreed management strategy including core servicing hours and restrictions on maximum sizes of vehicle as appropriate.*

- The reintroduction of motor vehicles, or increased servicing utilising Fitzroy Street or Burleigh Street is seen as a retrograde step. These streets were pedestrianised for good reason.
- Modification of the Traffic Regulation Order governing the streets concerned is a process outside the planning process and so may not be deliverable.
- Surely the aspiration should be to remove the conflict between pedestrians, cyclists and servicing vehicles, rather than manage an increased amount?

Car parking - residential and office uses

4.2.24 *Cambridge City Council’s car parking standards are expressed as maximum standards in line with national guidance*

- This is no longer National Guidance – please refer to the NPPF
- Residents will not have access to Residents’ Permits (see above)

4.2.24 *Subject to further discussion and liaison with the County Council, there is an aspiration to create an integrated approach to movement on Fitzroy Street and Burleigh Street. This could involve improved management of servicing where this occurs on street, potential for the introduction of out of hours taxi operation, cycling and other streetscape improvements.*

- Servicing activity on Fitzroy Street would take place out of hours and would require enforcement, potentially utilising ANPR cameras.
- Provision for a contraflow cycle lane on Fitzroy Street to accommodate cyclists throughout the day (24/7, not restricted access as currently) is also key.
- As previously stated the Highway Authority does not support this approach, this is not regarded as a desirable aspiration, but a retrograde step. These streets were pedestrianised for good reason.
- Modification of the Traffic Regulation Order governing the streets concerned is a process outside the planning process and so may not be deliverable.
- Figure 41 shows a pedestrian crossing in the junction of Burleigh Street with East Road. If Burleigh Street is open to vehicular traffic, this is undeliverable on several levels, not least of which is highway safety.
- Provision of a segregated cycleway in the pedestrian area is not seen as beneficial. Identification of a segregated vehicular route will be interpreted as priority space reserved for their use.

4.5.3 *Subject to further assessment, proposals should demonstrate an integrated approach to cyclist and pedestrian movement including the creation of defined footways and shared surfaces. The pavements should accommodate primary pedestrian movements and accommodate other functions such as al-fresco eating and occasional market stalls. The re-instated carriageways could have the character of a shared surface, enabling informal negotiation between users including pedestrians and cyclists.*

- How do you have both footways and shared surfaces? A scheme can either be shared surface/space or segregated, not both.
- Provision of segregation in what is now a pedestrianised is not seen as beneficial. Identification of a segregated vehicular route will be interpreted as priority space reserved for their use. Pedestrians will be expected to keep to the footways as identified. This downgrades the position of the pedestrian within the user hierarchy as defined in Manual for Streets, in an area where place should be dominant over transport function.

4.5.4 It is proposed, subject to more detailed design and assessment that taxis could operate on Fitzroy Street and Burleigh Street outside of core hours. The delivery of these public realm improvements should be linked to the adjacent development proposals.

- As previously stated the Highway Authority does not support this approach, this is not regarded as a desirable aspiration, but a retrograde step. These streets were pedestrianised for good reason.

- Modification of the Traffic Regulation Order governing the streets concerned is a process is outside the planning process and so may not be deliverable.