

# GRAFTON AREA MASTERPLAN

GUIDANCE FOR FITZROY, BURLEIGH STREET &  
GRAFTON AREA OF MAJOR CHANGE



**SUPPLEMENTARY PLANNING DOCUMENT**  
**DECEMBER 2018**





Figure 1 Aerial photograph with the Grafton Area of major change highlighted for context





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# 1 INTRODUCTION

## 1.0 VISION

The overall vision and key objectives are set out in chapter 3. The vision statement is also included below for ease of reference:

***“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 such as Grand Arcade and Lion Yard, and more local facilities at Mill Road.*”**

***Opportunities to redevelop the edges of the Grafton Centre will initiate a step change in the quality of the area, establishing a more sensitive transition between city centre activities and the domestic scale of the surrounding Conservation Areas. These will establish the first steps towards the long-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 re-connect the area with the wider neighbourhood.”***



## 1.1 BACKGROUND

- 1.1.1 The Fitzroy, Burleigh Street & Grafton Area (see Figure 1) is identified in the Cambridge Local Plan as an 'area of major change' (policy 12). This SPD area includes the Grafton Centre, Fitzroy Street and Burleigh Street as well as the car parks and service areas of the shopping centre. The shopping centre is located in the eastern part of the city centre primary shopping area and provides an important role in meeting the leisure and retail needs of local residents and visitors to Cambridge. The document refers to the Fitzroy, Burleigh Street & Grafton Area as "the Grafton Area" but includes all of the areas listed above.
- 1.1.2 This area is identified in the Local Plan 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. It is also identified as the primary focus for providing additional comparison (non-food) retail in the city centre. This SPD will help to define and add detail about the potential land uses, design and scale of development appropriate for the area.
- 1.1.3 In March 2017, a workshop was held in Christ Church on Newmarket Road to help understand the context for the study and identify emerging opportunities for the area. Local residents and stakeholders were able to set out their priorities for the area and discuss any concerns. These discussions helped to inform subsequent work by consultants and council officers.
- 1.1.4 The second stage of consultation involved a further workshop in April 2017 with local residents and stakeholders to help inform the guiding principles, opportunity sites and long term framework for the SPD. Detailed comments were collected about the proposals for the area and the draft SPD has sought to address these comments while balancing the aspirations of landowners and the council's own objectives.
- 1.1.5 An exhibition was also held in May 2017 in the Grafton Centre to explain the refurbishment programme and to publicise the SPD process more widely.
- 1.1.6 A formal consultation period was held from 25th September to 6th November 2017 and comments received have informed the final version of this document. Amendments made to the SPD also reflect:

- Any amendments to relevant policies in the adopted Local Plan; and
- Any government policy changes.

### Process of preparation

Cambridge City Council is working with masterplanners, Allies and Morrison to prepare the draft SPD. Developer, Wrenbridge is currently managing an £18m programme of refurbishments to the Grafton Centre on behalf of the centre owners, Legal & General Property. Wrenbridge and Legal & General are funding the SPD process and have appointed the consultant team. As part of this process, there have been two stages of informal local consultation held as well as input from other key local stakeholders.

## LOCAL PLAN REVIEW

- Preparation and completion of evidence base
- Issues and options consultation
- Consultation on site options for development
- Draft submission plan consultation
- Submission
- Examination

Spring 2011 to June 2012  
June to July 2012  
January to February 2013  
July to September 2013  
March 2014  
March 2014

The Grafton Area is identified under Policy 12 as an area of major change. Commitment to preparation of a masterplan was identified within the Cambridge Local Plan 2014: Submission (March 2014).

## PREPARATION OF GRAFTON AREA SPD

- Appointment of consultant team to prepare SPD
- Analysis of site and background research
- Consultation workshop 1: Site analysis
- Development of guidance drawings
- Consultation workshop 2: Test and review
- Preparation of draft SPD

November 2016  
December 2016 to February 2017  
March 2017  
March to April 2015  
April 2017  
May to August 2017

### Future stages

- Approval for consultation
- Formal consultation stage - 6 weeks
- Adoption of SPD

September 2017  
September 2017  
December 2018

Figure 2 Process of preparation



## 1.2 PURPOSE, SCOPE AND STATUS

- 1.2.1 The Grafton Area Masterplan takes the vision forward set out in the emerging Local Plan (policy 12) for the Fitzroy, Burleigh Street and Grafton Area by providing a more detailed framework to guide development. This Supplementary Planning Document (SPD) is a planning guidance document. SPDs are in one of two categories: the first is guidance supporting a city-wide objective, such as the Affordable Housing SPD; the second is guidance for a specific site or area. This SPD falls into the second category.
- 1.2.2 The SPD has been prepared to provide planning and design guidance to landowners and developers, and to help guide the preparation and assessment of future planning applications within the Grafton Area. As such, this document will form a material consideration, which will be taken into account by Cambridge City Council when determining any future planning applications on the site. In addition, all proposals for the Grafton Area will have to comply with the policies in the adopted Cambridge Local Plan 2014.
- 1.2.3 This SPD has been prepared in line with the requirements of the Town and Country Planning (Local Planning) (England) Regulations 2012.
- 1.2.4 The SPD will be a material consideration in the determination of relevant planning application(s).

## 1.3 STRUCTURE

- 1.3.1 The SPD is structured as follows:
- Chapter 2: provides background context to the site and summarises the key constraints and opportunities.
  - Chapter 3: presents the vision statement and outlines the strategic design principles. This has been informed by site analysis and consultation with the local community.
  - Chapter 4: sets out the parameters for future development of the Grafton Area and gives guidance as to how these should be implemented.

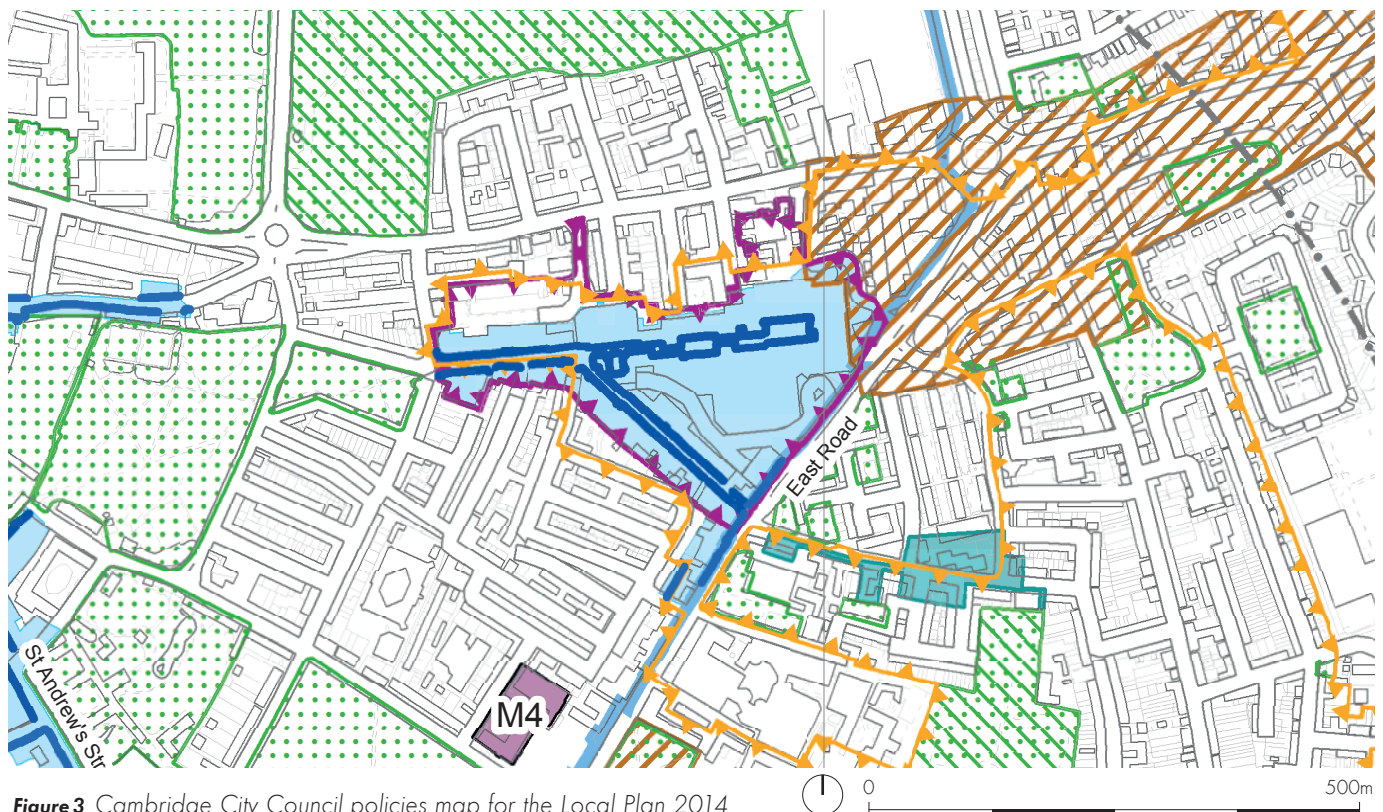


Figure 3 Cambridge City Council policies map for the Local Plan 2014

**Key**

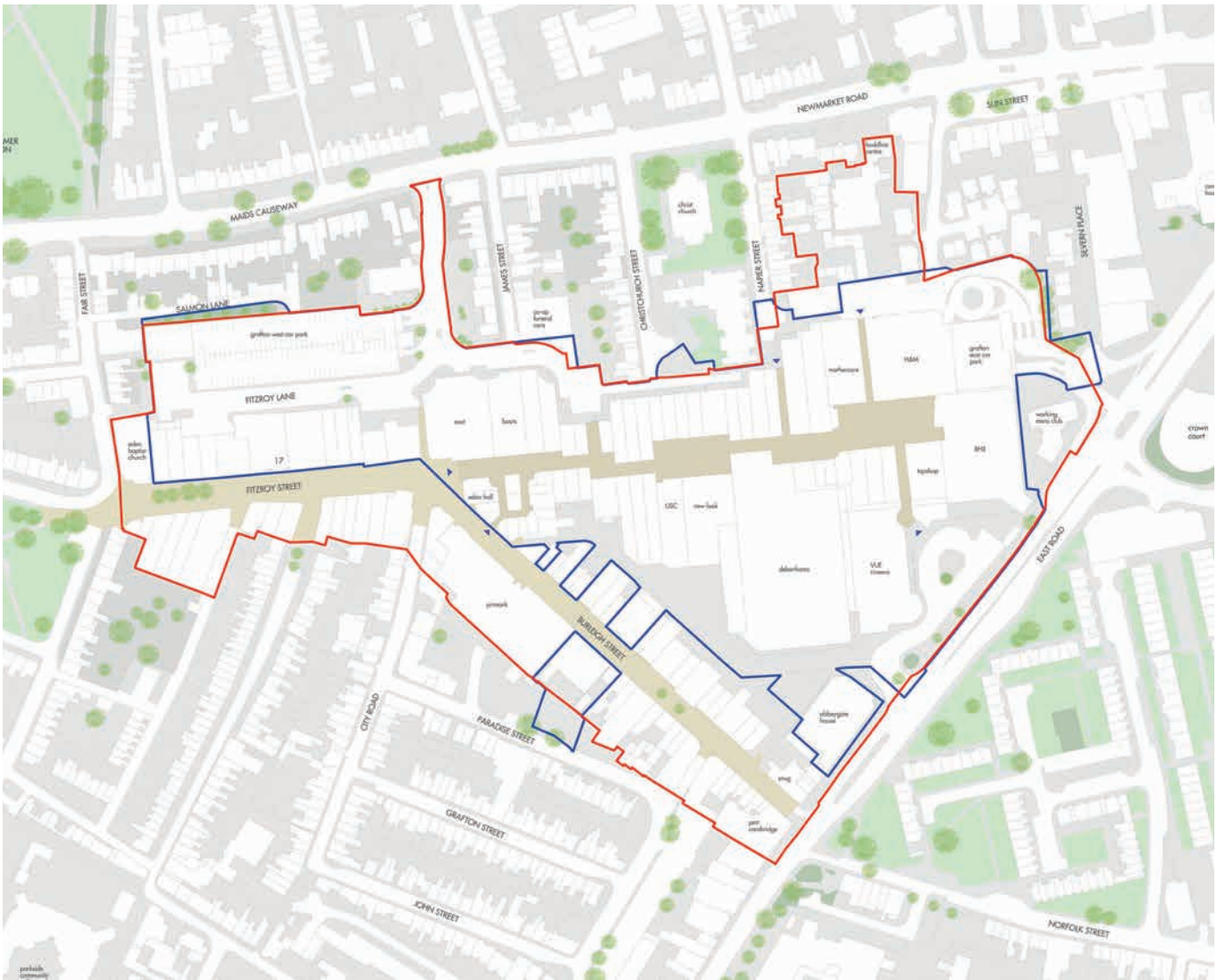
- Cambridge City Boundary
- Conservation Area
- Protected Open Space
- Open Space - North West Cambridge Area Action Plan
- Site of Special Scientific Interest
- City Wildlife, County Wildlife and Local Nature Reserve
- Green Belt
- Strategic District Heating Area
- Cambridge Airport Public Safety Zone
- City Centre
- Primary Shopping Frontage
- Secondary Shopping Frontage
- Primary Shopping Area
- District, Local or Neighbourhood Centre

- Protected Industrial Site
  - Indicative Boundary of National Geological Interest (inc. 10m buffer)
  - Proposal Site
  - Major Development - North West Cambridge Area Action Plan
  - City Safeguarded Land
  - Opportunity Area
  - Area of Major Change
  - Area Action Plan
- MINERAL AND WASTE SAFEGUARDING**
- Mineral Safeguarding Area - Sand and Gravel
  - Allocation
  - Area of Search
  - Existing Site
  - Transport Safeguarding Area
  - Waste Consultation Area
  - Waste Water Treatment Works Safeguarding Area



## 1.4 PLANNING POLICY CONTEXT

- 1.4.1 The Cambridge Local Plan (2014) guides future development in Cambridge to 2031. The Grafton Area is identified under Policy 12 as an Area of Major Change with a primary focus to provide additional comparison (non-food) retail in the city centre. The site is shown in Figure 3.
- 1.4.2 Policy 12 supports the Grafton Area of Major Change (AOMC) 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. Evidence 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. Policy 12 sets out that development in the area should:
- a. be of a high quality, with well-designed edges securing significant townscape improvements to Burleigh Street and East Road;
  - b. be sensitive to surrounding residential areas and the character and setting of the historic core and heritage assets;
  - c. improve the bus interchange, including an increase in capacity and better waiting facilities for passengers;
  - d. be focused on providing access by sustainable modes of transport including improvements for pedestrians and cyclists such as managed cycle parking facility, and with no increase in car parking above current levels;
  - e. 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; and
  - f. promote linkages to the historic core.
- 1.4.3 The Eastern Gate Development Framework SPD sets out the City Council's development aspirations for this important gateway into Cambridge. Any proposals for the northern end of East Road and the roundabout at Newmarket Road will need to consider the Eastern Gate Development Framework alongside the strategy set out in this SPD.



**Figure 4** Legal & General Property land ownership within the SPD area

- Legal & General Property land ownership
- SPD boundary





# 2 SITE AND CONTEXT

## 2.1 SITE LOCATION

2.1.1 The Grafton Area is located in the eastern part of Cambridge city centre, to the south of Newmarket Road and to the west of East Road. The city centre, containing other primary retail and the historic core, is a 10 minute walk away 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 (see figure 4).

2.1.2 Figure 5 illustrates a selection of views of the area as it currently exists.

### Land ownership

2.1.3 The majority of the site is owned by Legal & General Property. This is managed by the developer Wrenbridge, who are managing the refurbishment of The Grafton on behalf of the landowner. The areas of highway within the SPD area are under the control of Cambridgeshire County Council. Burleigh Street and the south side of Fitzroy Street is in multiple landownership.



**Figure 5** Existing site photographs. Top: Looking east along Fitzroy Street. Middle: Looking along Burleigh Street from East Road. Bottom: The Grafton Centre from East Road

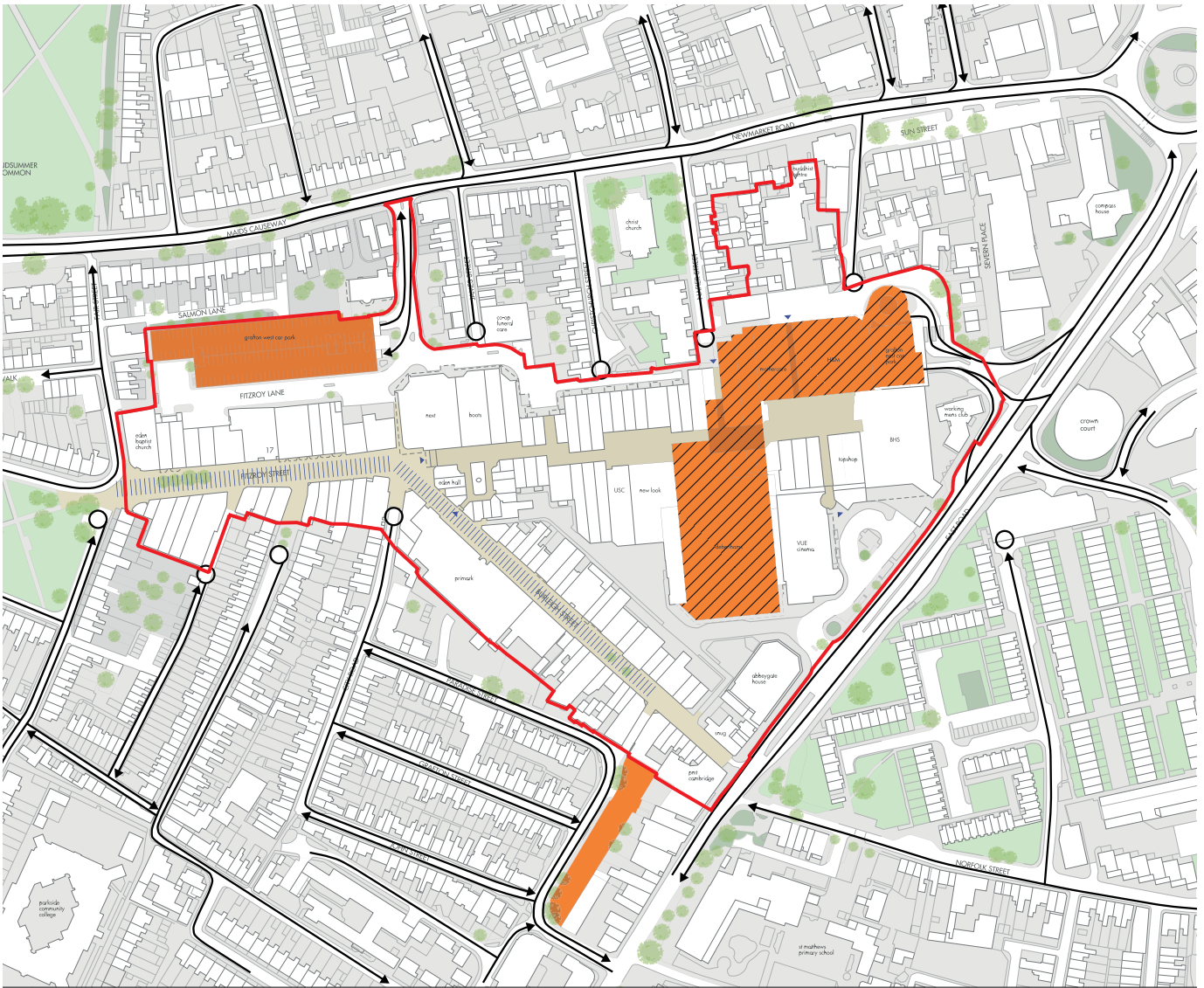


Figure 6 Motor vehicle access



- ➔ Motor vehicular access
- Dead end for motor vehicles
- Public car park
- ▨ Car park above retail levels
- ▤ No public motor vehicle access
- SPD boundary

## 2.2 MOVEMENT AND ACCESS

### Streets

- 2.2.1 Key movement information is identified in Figure 6.
- 2.2.2 The Grafton Area is bounded to the north by Newmarket Road and to the east by East Road which form the major routes through the area. These roads converge at a large roundabout to the north east of the study area. All other vehicular routes are more minor residential streets, many of which are dead-ends for motor vehicles, severed by the Grafton Centre or the partial pedestrianisation of Fitzroy Street and Burleigh Street.

### Parking

- 2.2.3 There are three public car parks within the area, two are associated with the Grafton Centre, the largest of which is the Grafton East MSCP on the roof of the centre accessed from East Road (876 spaces). Grafton West Car Park has two decks of car parking and is accessed from Maids Causeway/Newmarket Road (284 spaces). The third car park is the smaller Adam and Eve Street car park which is located just to the south of the SPD boundary (40 spaces).
- 2.2.4 The site is within a Controlled Parking Zone (CPZ) which means on-street parking is restricted at certain times of day.



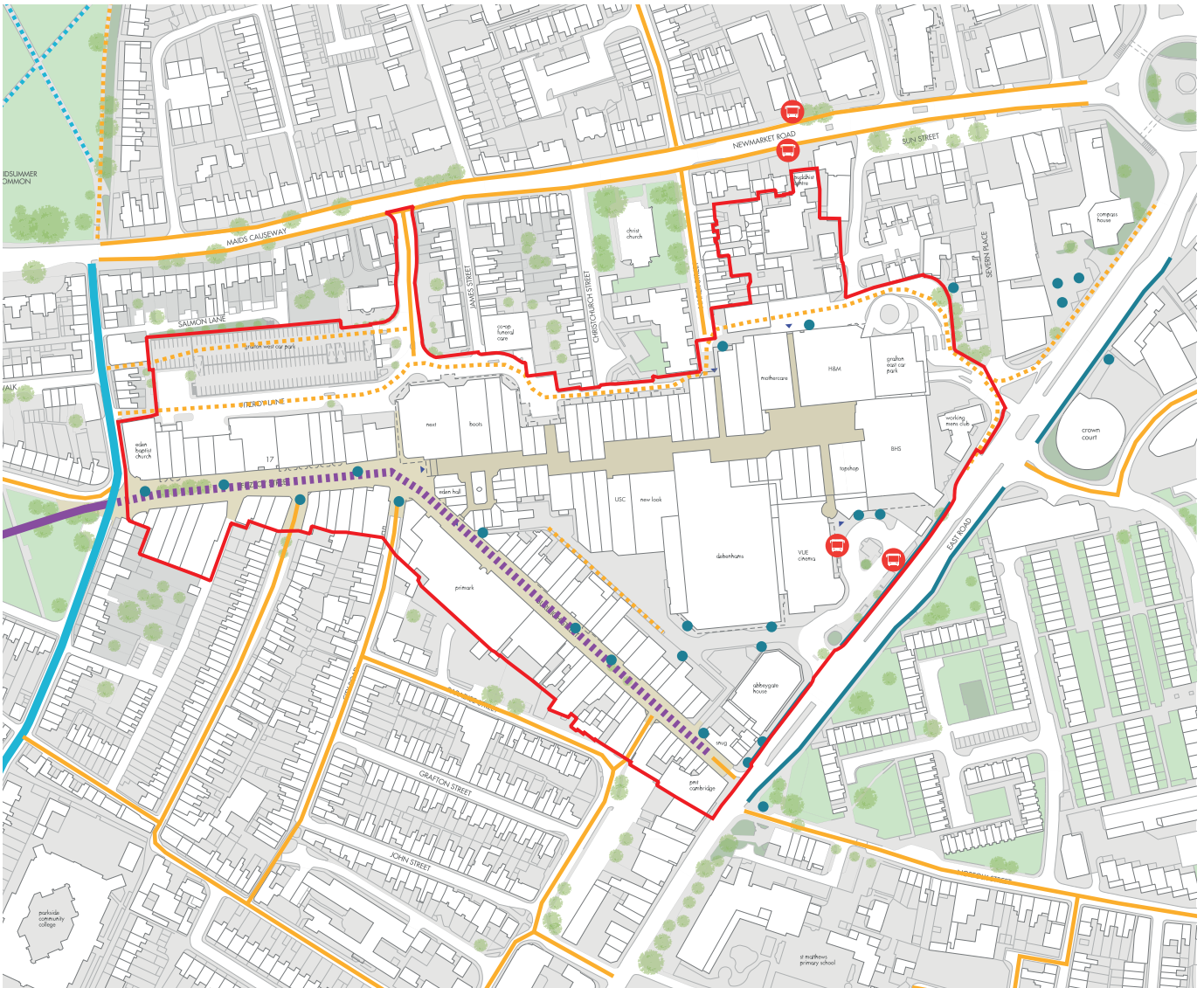


Figure 7 Cycle access and public transport



- On-road cycle lane
- Signed primary cycle network on road
- Signed primary cycle network off road
- Local links and links to villages on road
- Local links and links to villages off road
- Cycling prohibited at all times
- Cycling prohibited Mon-Sat 10am-4pm
- Cycle parking
- Bus stops
- SPD boundary

## **Public transport**

- 2.2.5 Figure 7 illustrates the current arrangements for cycle access and public transport.
- 2.2.6 Bus stops are provided on East Road and Newmarket Road. Bus routes include:
- Newmarket Road/Milton Road Park and Ride buses serve the East Road/Grafton Centre bus interchange.
  - Madingley Road Park and Ride buses stop on Jesus Lane/Emmanuel Street.
  - Other bus routes including the Citi 3 service from Fison Road to Cherry Hinton.
- 2.2.7 All Park and Ride services provide a frequent 10-minute service throughout the day. The Newmarket Road/Milton Road Park and Ride services stop at the Grafton Centre bus interchange. Inbound and outbound the Newmarket Road Park & Ride buses stop at bus stops A and B at the Grafton Centre bus interchange off East Road. During the AM peak, before 09:00, inbound buses route to the city centre from Newmarket Road. The Milton Park & Ride stops, Stop D, at the Grafton Centre Bus Interchange off East Road on the outbound journey from the city centre over the course of the day. Inbound services to the city centre are routed via Mitcham's Corner and Victoria Avenue. Cambridge Railway Station is a 15-20 minute walk in a south easterly direction from the site.
- 2.2.8 The bus "pull-in" area on East Road is not an efficient use of space and adds to the journey times of many bus routes serving the area. The Park and Ride services currently divert from their line of route along East Road to serve the Interchange, with a subsequent increase in journey times when compared with serving an on-street stop. The large areas of tarmac and undefined areas of public realm have a negative impact on the environment. There is a commitment to engage with key stakeholders including public transport operators and the County Transport Teams in relation to changes to East Road as proposals are progressed in more detail.

## **Cycle routes and parking**

- 2.2.9 East Road has cycle lanes along its length in both directions and Newmarket Road has a section of cycle lane west of its junction with James Street. Cycling is not permitted along Burleigh Street and Fitzroy Street between 10am-4pm Monday to Saturday, however on-site observations confirm that Burleigh-Fitzroy Street is regularly used as a cycle route during these hours. Fitzroy Street currently experiences two-way flows of over 2,300 cycles between 7am and 7pm on a typical day. These routes will need to be incorporated and improved in any plans for the area.
- 2.2.10 Cycle parking is accommodated within the public realm on Burleigh Street and Fitzroy Street, and on East Road near the junction with Burleigh Street, within the Bus Interchange

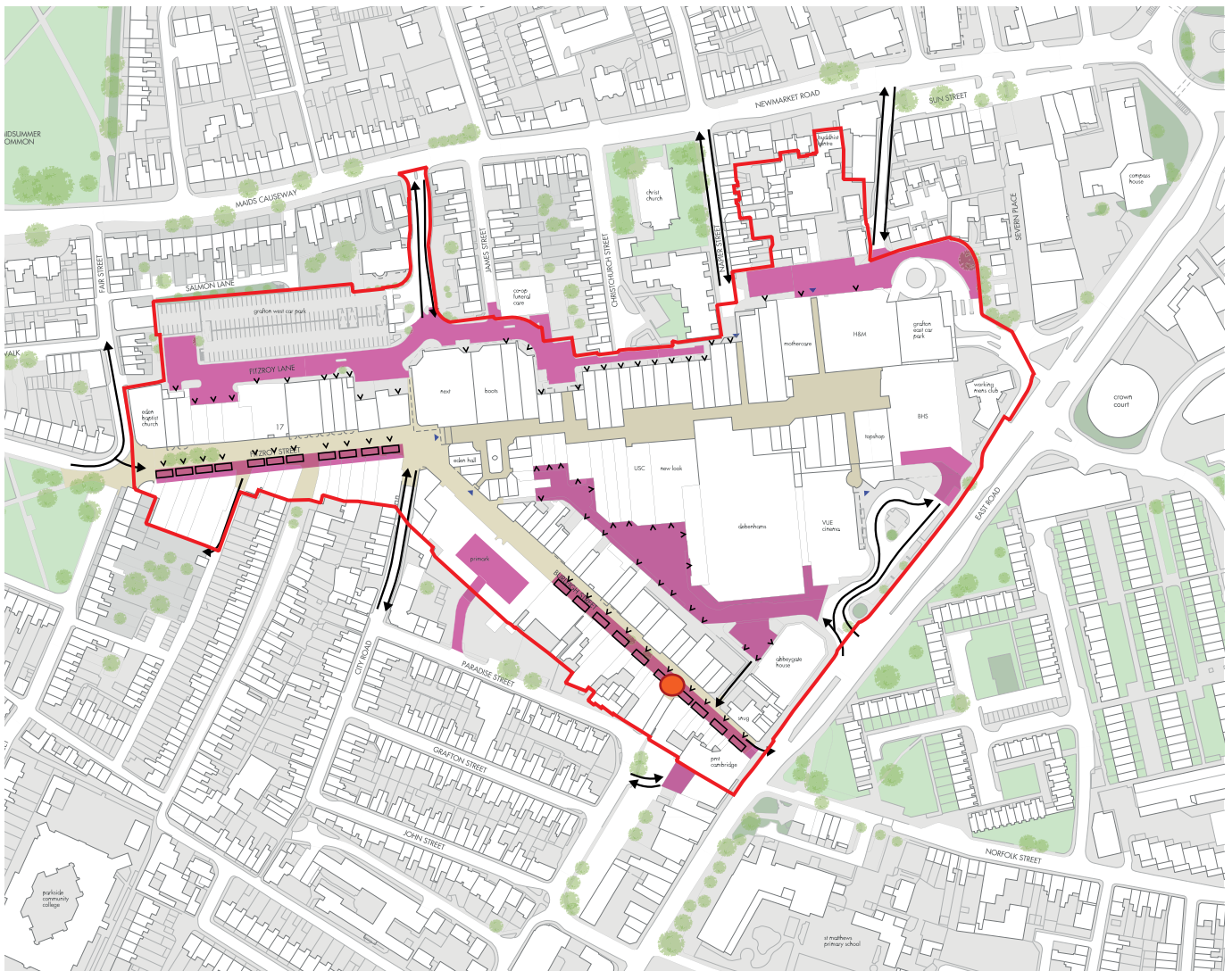


Figure 8 Service access



- ➔ Vehicular routes
- ▼ Delivery points
- Delivery access
- lockable bollards that restrict vehicular/delivery access
- SPD boundary



area and at numerous other locations around the Grafton Centre. An audit of existing cycle parking provision has confirmed that a total of approximately 550 cycle parking spaces are currently provided. The location and amount of cycle parking will need to be carefully reviewed as part of this SPD, with the existing cycle parking provision to be considered as a minimum.

### Site access

- 2.2.11 Figure 8 summarises current patterns of access and servicing to the site for motor vehicles.
- 2.2.12 East Road and Maids Causeway/ Newmarket Road provide the main vehicular access routes to the area, with the entrance to the Grafton Centre main car park (Grafton East MSCP) from East Road.
- 2.2.13 There are currently no vehicular access routes directly through the site. However limited vehicular access is permitted at the southern end of Burleigh Street and the western end of Fitzroy Street as they are generally pedestrianised. Access to the southern end of Burleigh Street is from East Road via Dover Street and Adam and Eve Street, with egress directly onto East Road (left-turn only). The remainder of Burleigh Street is pedestrianised with no vehicular access except for loading. Servicing and loading on Burleigh Street is restricted by lockable bollards. Fitzroy Street is pedestrianised with no vehicular access, except for loading.
- 2.2.14 East Road is a very busy vehicular route which is currently experiencing two-way 12hr vehicle flows between 7am and 7pm of circa 20,400 motor vehicles on a weekday and 18,500 vehicles on a Saturday<sup>1</sup>. The Greater Cambridge Partnership are currently revisiting the City Access 'eight-point plan', therefore the function of East Road needs to be informed by the outcomes of the City Access Study and considered holistically with consideration of the conflicting demands placed on this corridor. Opportunities exist to improve the environment along East Road and there is some flexibility around the future function of this corridor.
- 2.2.15 The Grafton Centre is serviced both from East Road and points along Newmarket Road, with the service yards highlighted in pink in Figure 8. The retail units on Burleigh Street and the south side of Fitzroy Street are serviced on-street, outside of main shopping hours. A detailed review of the existing servicing of the retail units within the Grafton Area has been undertaken as part of the background to the SPD. It is likely the existing full extent of service areas is no longer required by the centre. The potential conversion of redundant servicing areas to provide active uses, redevelopment opportunities and public realm improvements will be reviewed and will be informed by a detailed study of existing servicing areas and engagement with County Highways/Transport teams.
- 2.2.16 The surrounding residential streets are accessed via East Road and Newmarket Road.

<sup>1</sup> source Full Manual Classified Traffic Count, May 2017



**Figure 9** Existing ground floor land uses



- Office
- Community
- Restaurant/café
- Shop
- Services
- Vacant (June 2017)
- Parking
- SPD boundary

## 2.3 LAND USE

### Existing land uses

- 2.3.1 Figure 9 illustrates the current pattern of ground floor land uses in the SPD area. The majority of the SPD area currently contains the Grafton Centre and associated areas of servicing and car parking. This shopping centre contains a range of national multiples, large format stores including a Debenhams department store and leisure uses including a Vue cinema. Fitzroy Street and Burleigh Street run along the southern edge of the area and are dominated by retail, service and café uses at ground floor. On upper floors there are some residential and employment uses. Along East Road and to the north of the Grafton Centre there are a number of smaller office blocks and buildings containing community uses.
- 2.3.2 The area immediately surrounding the SPD area is generally low rise residential development including many nineteenth Century terraced housing and some twentieth century housing.

### The changing face of the retail environment

- 2.3.3 Today 75% of the population shop online and more than a quarter do so at least once a week, with Britons spending £91 billion a year on the internet. Online supermarket shopping is more significant in the UK than any other country (5% in 2014). The share of retail trade completed online has grown significantly to 16.8% in 2016 (Centre for Retail Research<sup>1</sup>), and is predicted to continue rising albeit more slowly over the next decade to 20 or 25%.
- 2.3.4 Online retail still needs a physical presence, and less than half of online retail sales are with online-only businesses. Retailers are focusing on the integration of 'multi-channel' opportunities, with smaller stores with limited ranges in smaller town centres which act as 'showroom' and contact point for Click and Collect orders. It is also driving co-location of stores, with, for example, Argos now locating within Sainsbury's stores and also accepting eBay parcel collections. These changing retail trends have had an impact on the form and amount of comparison (non-food) retail space delivered in town centres, generally reducing the amount required within new developments.
- 2.3.5 Large convenience store development has reduced/ceased but the smaller format store (e.g. Tesco Metro) is one of the fastest growing sectors. The introduction of Lidl/Aldi has also seen growth in a different form.
- 2.3.6 Town centres are also becoming increasingly important locations for leisure, hospitality and evening economy uses, shifting the mix of uses that are occurring within high streets. Nationally footfall was up in March 2017 compared to 2016, and Cambridge High Street footfall was up by 10.5% within this period (Cambridge BID<sup>2</sup>). Much of this footfall increase was identified in the post 5pm period which provides evidence for the importance of a strong leisure offer as a footfall driver.

<sup>1</sup> Centre for Retail Research 2016 (<http://www.retailresearch.org/onlineretailing.php>)

<sup>2</sup> Cambridge BID 2017 (<http://business.cambridgebid.co.uk/wp-content/uploads/2015/11/CambridgeBespokeReport-Monthly-20170426-FINAL.pdf>)



- 2.3.7 Many of the major trends affecting the High Street over the last decade have ultimately resulted in a shift in approach rather than the more significant downturn envisaged. The factors affecting town centres are multiple and varied. Some factors have direct impacts on the viability of non-residential uses, other factors have more of an indirect but powerful influence.
- 2.3.8 **Demographics** – the catchment population will have a big impact on the type of retail and leisure uses.
- 2.3.9 **Changing markets** – changing demands within different retail streams and employment activities can have a quick and direct impact on high streets.
- 2.3.10 **New technology** – the impact of technology on retail has been profound and is still evolving. The impact on other non-residential uses such as the restaurant industry is and will be, just as significant whilst perhaps physically more subtle.
- 2.3.11 **Lifestyles / consumer expectations** – rapidly changing lifestyles and expectations are in part linked to new technologies by how they influence town centres. Opening hours and the mix of uses in centres are also increasingly influenced by consumer lifestyles.
- 2.3.12 **Working/business practices** – the emergence of working at home, shared workspace and live-work units are evidence of the changing nature of the working economy.
- 2.3.13 **Future sustainability** – building in the capacity for more sustainable operations to enable lifestyle / market shifts is essential.
- 2.3.14 **Rising costs of major resources** – cost of wheat, oil, water and energy is expected to rise as supplies fail to keep pace with demand. This will impact all town centre uses from the cost of food (and therefore the extent of food outlets) through to the viability of large employment space.
- 2.3.15 **Climate change impacts and adaptations** - from disruptions to the supply chain through to physical impact on the comfort of the high street for outdoor dining and dwell time. Adaptations can help to mitigate these impacts.
- 2.3.16 By far the most important implication of all these factors is the need for flexibility in high streets and town centres. The typologies employed need to build in longevity and enable different uses to occupy spaces over time. Key factors include how blocks are structured to support servicing and access that do not cause conflicts and the grain and depth of blocks to enable smaller and larger operations to be more interchangeable.

### **Retail need**

2.3.17 The identification of the AOMC as an opportunity for increased floorspace was derived from the Local Plan's Evidence Base, principally: the Cambridge City Centre Capacity Study (Arup, May 2013) and the Cambridge Retail and Leisure Study Update (May 2013). The Capacity Study found that there is a long term opportunity for the redevelopment of the Grafton Centre. This includes mixed use (residential above retail) and retail. An initial assessment identified that a redevelopment could achieve an uplift of 12,000 sq.m Gross Internal Area (GIA). This would need to be the subject of masterplanning, as now referred to in the emerging Policy 12.



Figure 10 Existing frontage analysis



- Active
- - - Active during opening hours
- Inactive



## **Frontage**

- 2.3.18 Figure 10 illustrates active and inactive frontages in the AOMC. The impact of the Grafton Centre on the surrounding area and the extent to which it presents an inactive frontage to surrounding streets can clearly be seen. A typical town centre block should have an active front with doors and windows facing the street, with the rear of buildings contained within the perimeter block, shielded from view by the adjacent street. The shopping centre contains its activity within the building and presents blank frontages, service yards and car parking to the street which has a negative impact on the legibility of the area and quality of the public realm.
- 2.3.19 The Grafton Centre has also caused a confused street pattern with many dead ends leading to the centre causing a break down in the natural pattern of fronts and backs of buildings. Where streets meet the centre, buildings face multiple directions, which has a negative impact on the legibility of the area.
- 2.3.20 East Road is one area that has particularly suffered in terms of the gap in activity along the length of the Grafton Centre that faces this street. Other buildings along this street do not have a positive relationship with the street with areas of blank frontages and mirrored glazing.

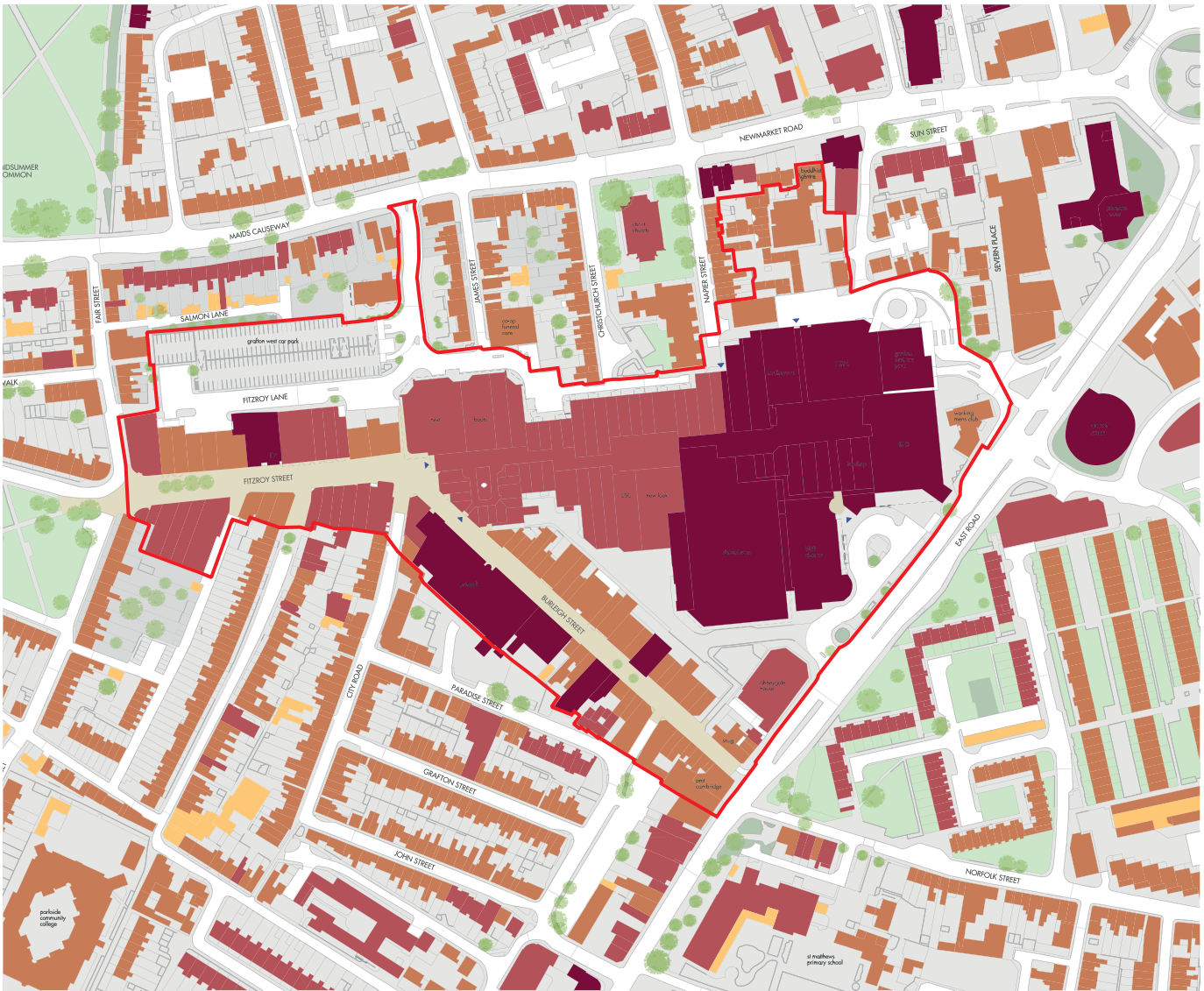


Figure 11 Existing building heights



- 3.5m (single storey)
- 7m (2 storeys)
- 10.5m (3 storeys)
- 14m (4 storeys)

(height assumptions based on residential storey heights)

SPD boundary

## 2.4 SCALE, MASSING AND BUILT FORM



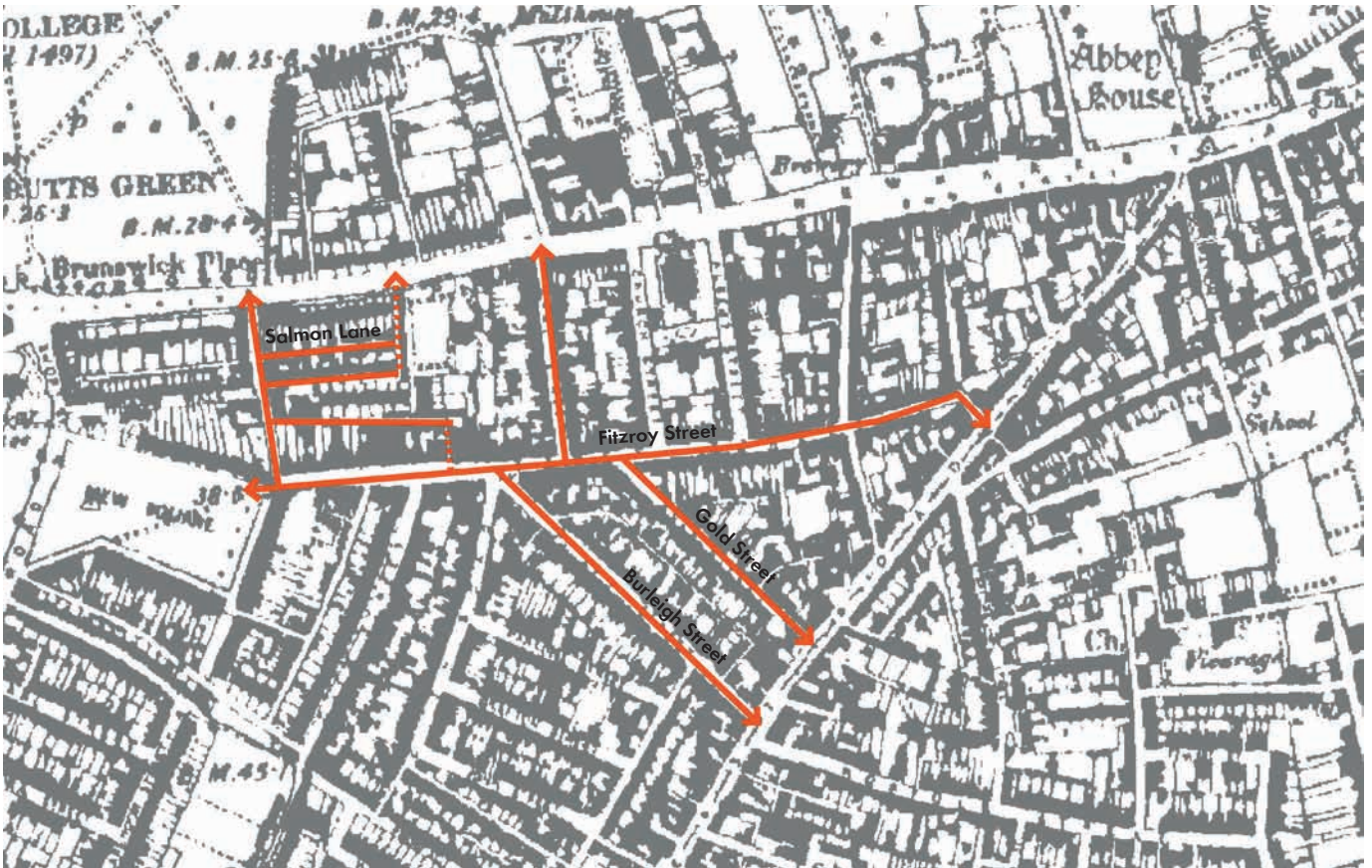
**Figure 12** Views across the city from the upper levels of the centre

### Existing building heights

- 2.4.1 Building heights vary across the site and the bulk and massing of the Grafton Centre is significantly larger than any other building in the surrounding area. Generally the Centre is the equivalent of three residential storeys in height. The tallest buildings in the area are around four storeys including the Cambridge Crown Court and a number of the office buildings along East Road and Newmarket Road. The portion of East Road within and immediately surrounding the study area generally has a taller and bulkier building grain than the rest of the SPD area.
- 2.4.2 When constructed the Severn Place scheme (Alison Brooks Architects) between Newmarket Road and East Road will add to the taller buildings visible along East Road rising to eight storeys when implemented (see Figure 38 for context). The scheme has a lower scale along the Maids Causeway / Newmarket Road frontage.
- 2.4.3 Burleigh Street and Fitzroy Street are generally two and three storeys with the Primark building rising to four storeys. The grade II listed number 17 Fitzroy Street also rises to four storeys.
- 2.4.4 The area surrounding the site is mainly comprised of residential two-storey housing, although there are a number of three-storey houses on Maids Causeway / Newmarket Road. Behind these properties Salmon Lane has a very intimate scale with a mix of single and two storey coach houses. Existing building heights are shown in Figure 11.



1880s



1980s

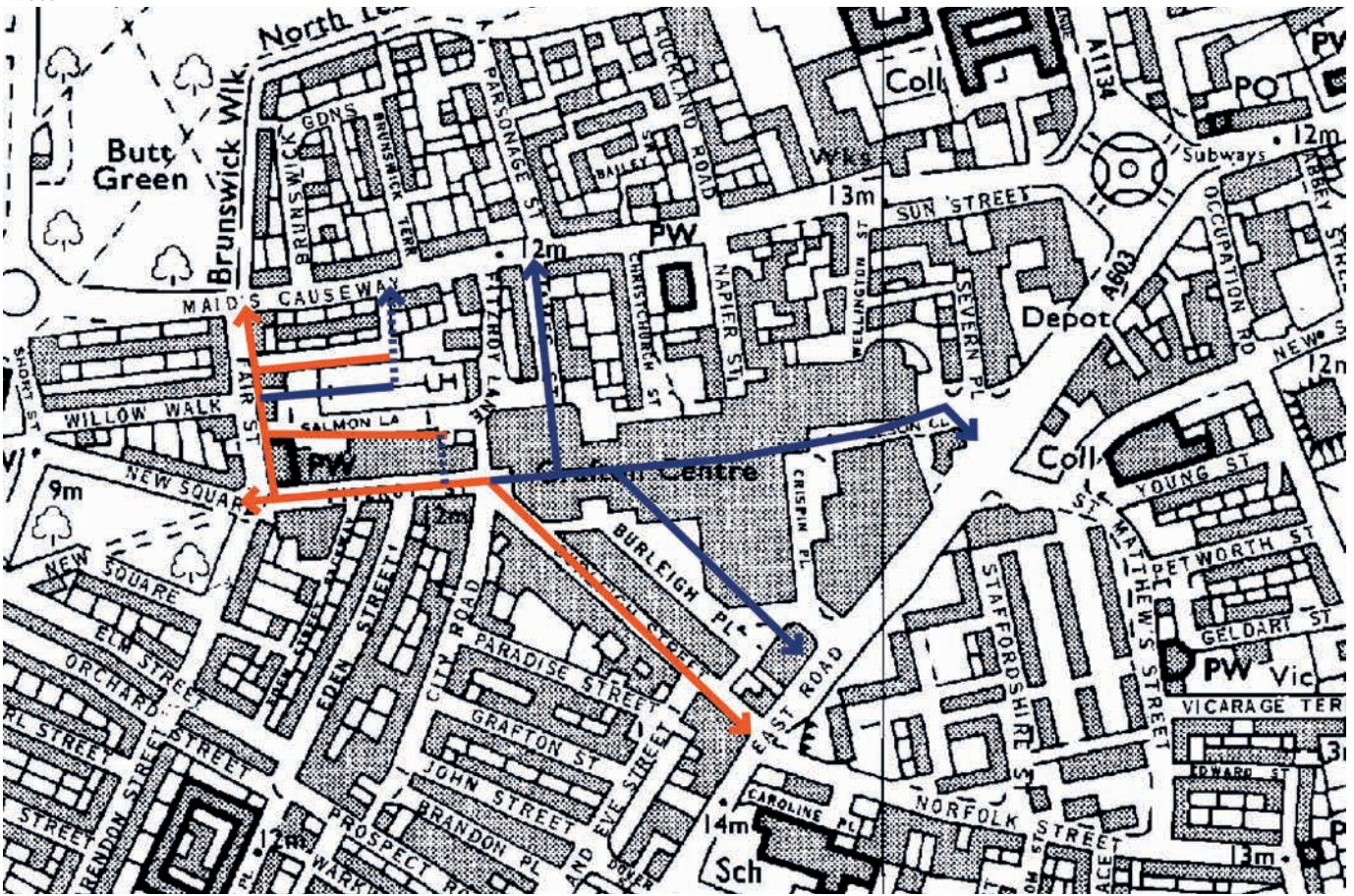


Figure 13 Historic development - above, 1888; below, 1983





**Figure 14** The Grafton Area before the shopping centre was built. Top: The Old Co-op on Burrell Street. Middle: Eden Chapel which is retained on the edge of the Grafton Centre. Bottom: Waffles on Gold Street (images Cambridge News, Roy Hammans)

### Historic development

- 2.4.5 The historic maps (Figure 13) illustrate how dramatically the area has changed over the last 150 years. The red structure of routes on the 1880s plan highlights the key routes that existed within the study area, including the continuous east/west route along Fitzroy Street, running through to East Road. Gold Street also used to connect between Fitzroy Street to East Road. Gold Street is shown in the bottom photo of Figure 14.
- 2.4.6 The map from the 1980s shows the newly constructed Grafton Centre which was built to meet the shopping needs of future generations. At the time it was felt that this could not be accommodated in the historic core of Cambridge. The centre was built over three phases and resulted in the demolition of the Victorian terraced streets highlighted in blue on the 1983 Ordnance Survey plan. The northern sides of Burrell Street and Fitzroy Street were also redeveloped.

### Conservation Areas

- 2.4.7 The Grafton Area SPD is surrounded by three Conservation Areas which form part of the 'Cambridge Conservation Area No. 1 – Central' which was originally designated in 1969 and was extended eastwards, beyond Elizabeth Way in 1993. Only very small parts of the northern part of the SPD area are included within Conservation Areas.

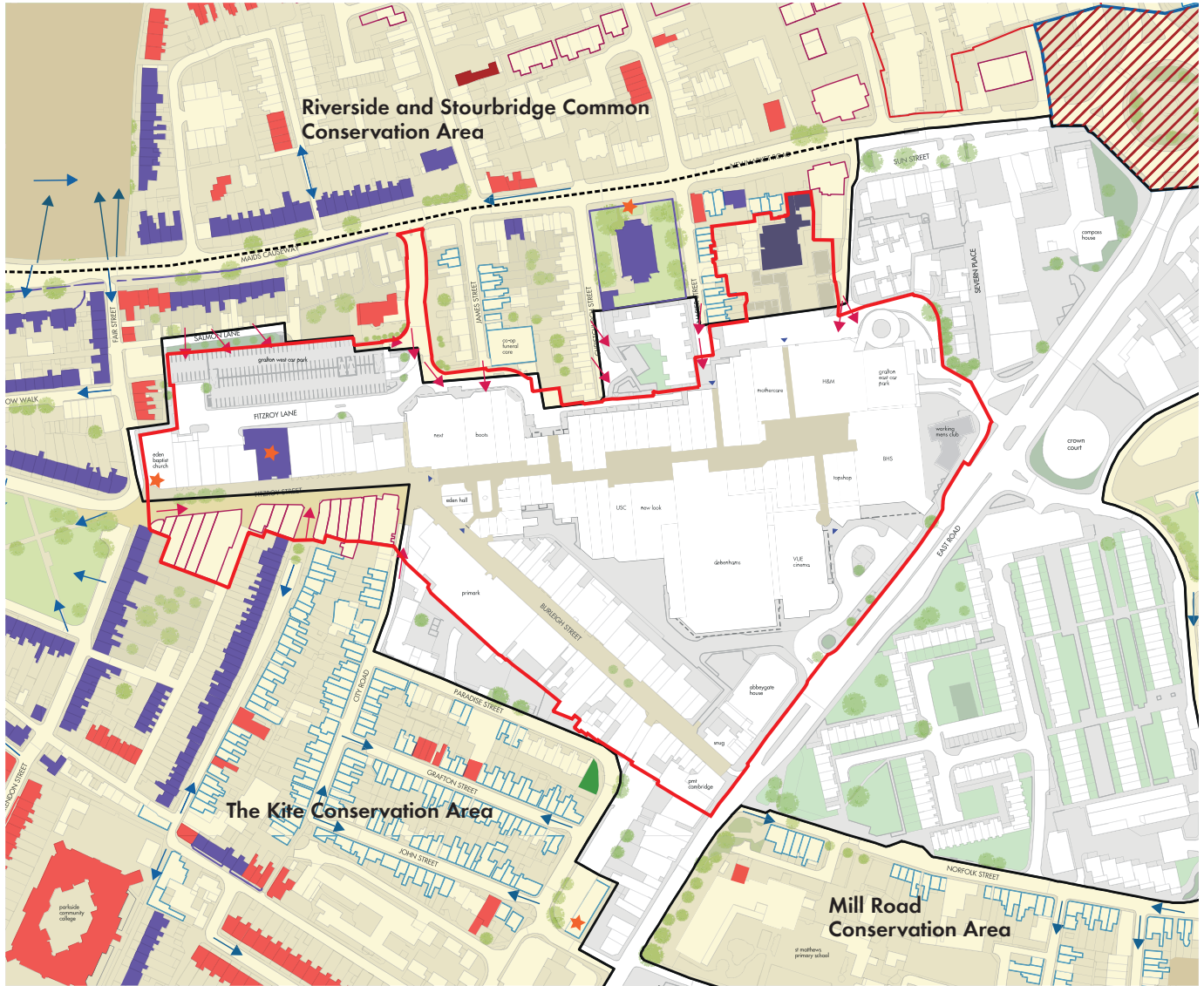


Figure 15 Heritage context



- Conservation Area
- Grade II\* Listed building
- Grade II Listed building
- Buildings of local interest (as defined in CA appraisal)
- 'Positive' impact (as defined in CA appraisal)
- 'Negative' impact (as defined in CA appraisal)
- Historic High Street frontage
- Neighbourhood area
- SPD boundary
- Landmarks
- Positive view
- Negative view

- 2.4.8 The Central Conservation Area was gradually split into smaller areas including the three which surround the Grafton Area. The Kite Conservation Area wraps around the SPD area to the north and southwestern sides. This was named after the kite-shaped piece of land which lies between Emmanuel Road, Newmarket Road and East Road. Today, the Conservation Area is a mainly residential area based on a grid pattern of streets, with two important open green spaces – New Square and Petersfield. The area was first developed on open fields and common land from around 1815 onwards.
- 2.4.9 The key recommendations for the Kite Conservation Area, as identified in the Conservation Area Appraisal and of relevance to the Grafton Area are:
- Designate new buildings of local interest: Consider the Tram Shed, 183 East Road and The Snug (all on East Road) for designation.
  - Enhance surrounding residential streets: care of trees, enhancements to the public realm and protecting houses from inappropriate development.
  - Protect positive views and skylines: Negative views, particularly of modern development within and on the edges of the Grafton Centre and along East Road, should be mitigated and enhanced as new development comes forward.
  - City Road, Paradise Street and John Street: Improvements to the existing traffic calming measures including new planting, new hard surfaces and painting of the bollards.
- Car park next to The Tram Depot, Paradise Street: This car park would benefit from increased tree planting, better quality surface materials, new street lighting and a reduction in street signs generally.
- 2.4.10 The Mill Road Conservation Area forms part of the context to the south east of the study area. One of the key recommendations of particular relevance to this SPD will include preserving and enhancing the unique character of Norfolk Street which continues across East Road from Burleigh Street. This is an attractive street with both residential and commercial uses which currently feels rather fragmented. Improvements to the buildings, public realm, traffic management and general appearance of the area are all needed.
- 2.4.11 The Riverside and Stourbridge Common Conservation Area extends north of the Kite Conservation Area. This Conservation Area Appraisal recommends improvements to the roundabout at Newmarket Road and adjacent spaces and sites. The environment surrounding the roundabout is unattractive, has poor provision for cyclists and pedestrians and is dominated by traffic. Improvements to pedestrian crossings, public realm and sites around the roundabout are required.
- 2.4.12 Under the Planning (Listed Buildings and Conservation Areas) Act 1990, the surrounding context of the area is considered desirable to preserve or enhance for its 'special architectural or historic interest'. Early consideration would need to be given to the impact of proposals on the setting and character of the surrounding Conservation Areas as proposals come forward.





Figure 16 Photographs of Grade II listed Number 17



Figure 17 The setting of number 17 Fitzroy Street in 1903 credit: Cambridgeshire Collection



Figure 18 The setting of number 17 Fitzroy Street in 1959 credit: Cambridgeshire Collection

Figure 19 Photographs of the surrounding Conservation Areas



## Buildings

- 2.4.13 The Grade II Listed 17 Fitzroy Street is located within the SPD area (see figures 16 - 18). This is a good example of the provincial department stores that were erected at the end of the 19th and beginning of the 20th century. The store was designed by the nationally recognised architect R. Frank Atkinson, a specialist in shop design. The façade is pleasing architecturally, surmounted by a large lantern and has survived well. The light well and stairs and associated balustrades, remain intact, which is not always to be expected in commercial premises and endow the interior with special interest.
- 2.4.14 The building is of special architectural and historic interest and will be retained as part of any future re-development of the site. Consent must be sought to carry out alterations that would affect its character and setting.
- 2.4.15 There are other listed buildings that form part of the immediate context of the study area within the Kite Conservation Area including Christ Church, homes along Maids Causeway / Newmarket Road and around New Square which are illustrated in the Conservation Area Appraisal (2014). The Buddhist Centre (former Arts Theatre Workshop and Store) at 36 Newmarket Road is grade II\*. The remaining listed buildings in the area are all grade II listed.

## Buildings of Local Interest

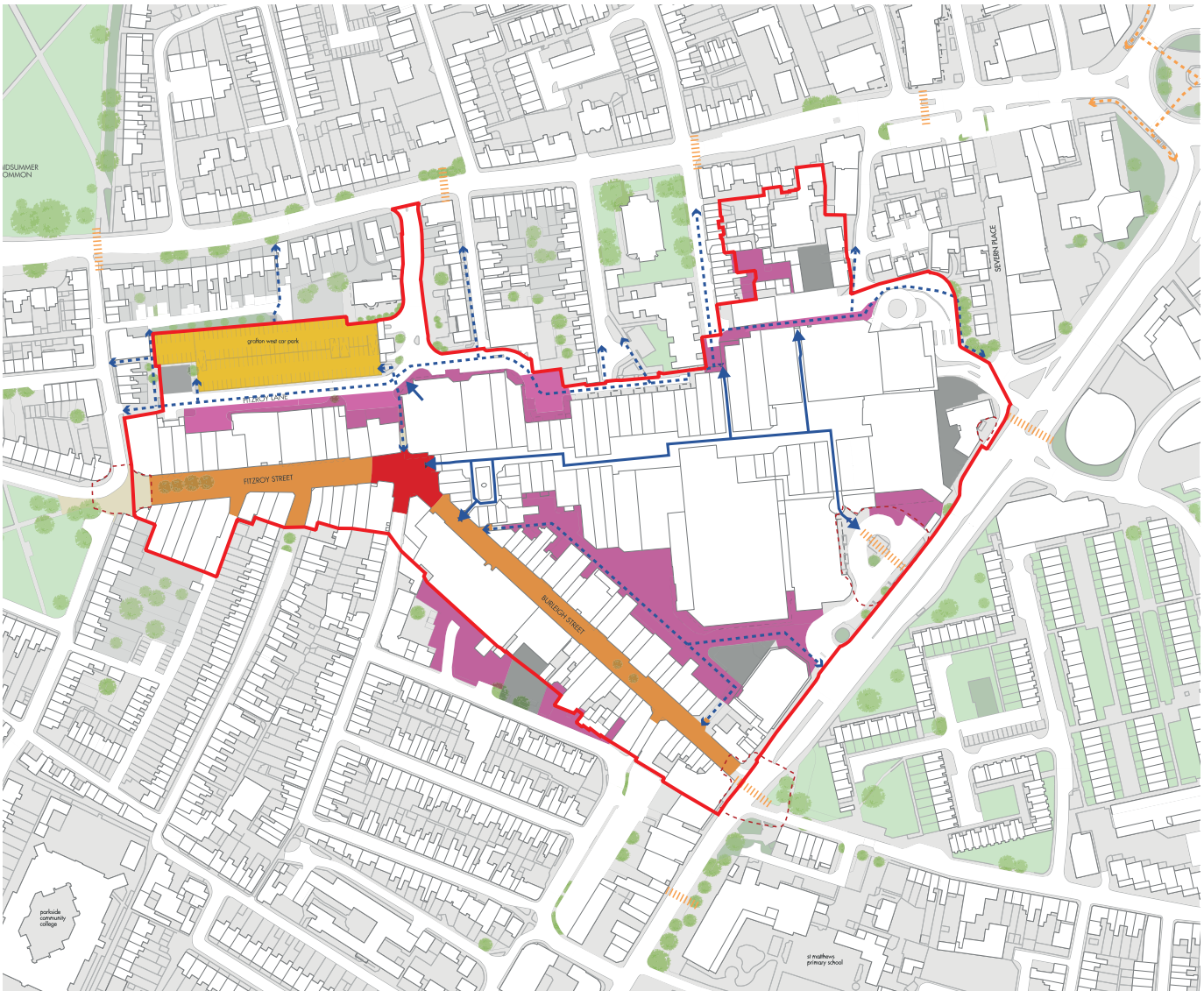
- 2.4.16 There are a number of buildings in the area surrounding the SPD area that are of local interest. These typically are terraced houses which vary in size and detail. Grafton House, located just to the north of Grafton West Car Park currently occupied by Coutts Bank is also designated as a building of local interest. Buildings of local interest do not have the same statutory protection as listed buildings but are nevertheless considered non designated heritage assets.

## Positive and negative buildings

- 2.4.17 The Conservation Area Appraisals give details of a number of positive buildings of townscape merit and are shown in Figure 15. These are buildings that have been relatively unaltered where their style, detailing and building materials provides the streetscape with interest and variety. Crucially, they make a positive contribution to the special interest of the surrounding Conservation Areas and line many of the residential streets leading to the Grafton Centre. Buildings have also been identified which have a negative impact on the surrounding Conservation Areas including parts of the southern side of Fitzroy Street and a number of buildings on Newmarket Road.

## Views and landmarks

- 2.4.18 The Conservation Area Appraisals identify views and landmarks. Figure 15 illustrates the location of these.
- 2.4.19 The City Council will continue to protect the important positive views from unsympathetic development by ensuring that new development is in keeping with the character of the surrounding Conservation Areas, particularly relating to scale, general form and materials. New development should not block the positive views and skylines and longer views into and out of the Conservation Area must be carefully considered when new development is being planned. Any proposal must be in line with Policy 60: Tall Buildings and the skyline in Cambridge and associated assessment protocol.
- 2.4.20 Where there are negative views, particularly of modern development within and on the edges of the Grafton Centre and along East Road, the City Council will seek to ensure that any new development seeks to mitigate the effect of these negative features.



**Figure 20** Pedestrian movement and public realm



- |   |                           |   |                     |
|---|---------------------------|---|---------------------|
|  | Gateway/arrival           |  | Public car park     |
|  | Square/significant place  |  | Private car park    |
|  | Pedestrian street         |  | Service yard        |
|  | Alleyway/pedestrian route |  | Pedestrian crossing |
|  | Internal pedestrian route |  | Underpass           |
|   |                           |  | SPD boundary        |

## **2.5 LANDSCAPE, ENVIRONMENT AND PUBLIC REALM**

### **Pedestrian movement and public realm**

- 2.5.1 The primary pedestrian route through the area is along Burleigh Street and Fitzroy Street, with routes continuing through the Grafton Centre connecting to East Road. Fitzroy Street in particular forms the principal pedestrian route between the Grafton Centre and the retail areas within the city centre and currently experiences over 21,000 two-way pedestrian movements between 7am and 7pm on a typical Saturday. Other minor pedestrian routes and alleyways connect to these key streets and out beyond the study area. A number of gateways have been identified that mark a location with a sense of arrival, many of which could be enhanced (see figures 20).
- 2.5.2 There are no significant areas of open space in the study area. Large service areas and private car parks are located around the edge of the Grafton Centre which create a poor quality environment.

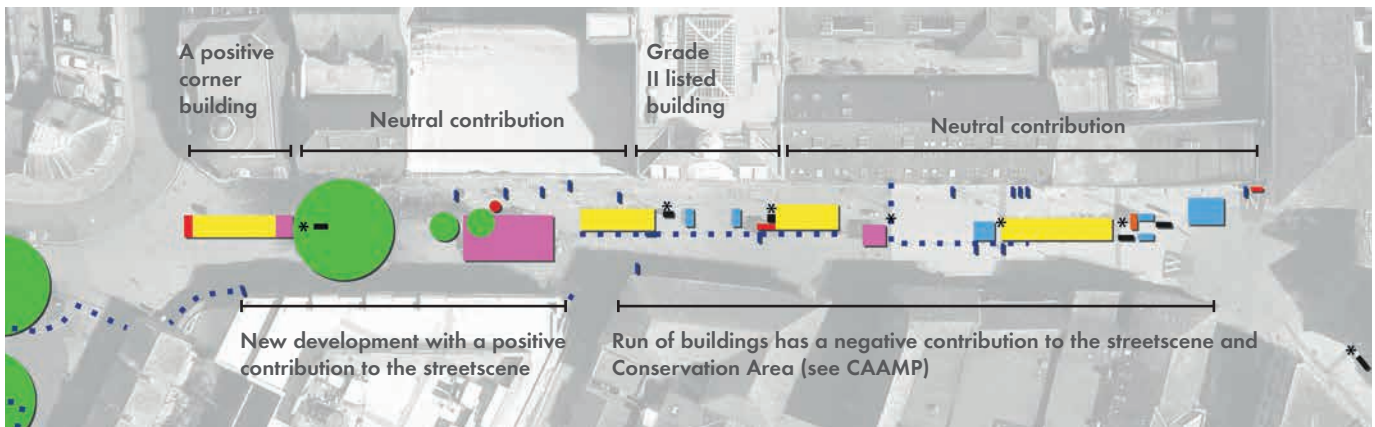


Figure 21 Fitzroy Street - analysis of public realm and quality of street frontage

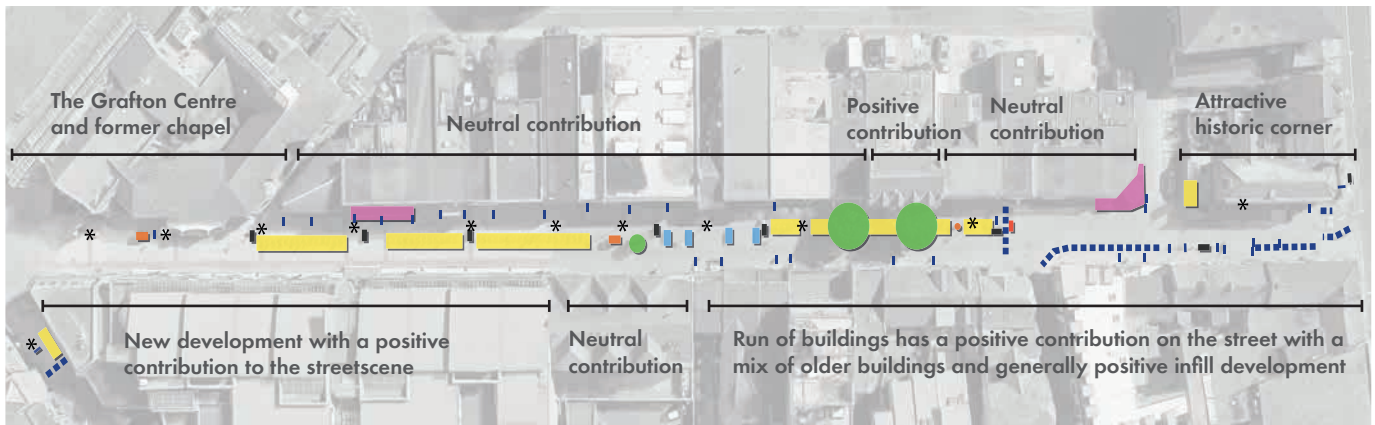
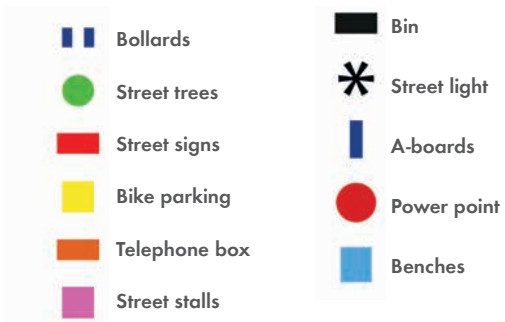


Figure 22 Burleigh Street - analysis of public realm and quality of street frontage





- 2.5.3 Although Burleigh Street and Fitzroy Street are pedestrianised the quality of the public realm is relatively poor with a significant amount of street clutter. Figure 21 illustrates a detailed analysis of the street environment along Fitzroy Street and illustrates the range of furniture including bins, cycle parking, street signs and A-boards. Historic England's publication, *Streets for All*, and associated advice for highways engineers and designers provides guidance for improvement to public realm.
- 2.5.4 Figure 22 illustrates a similar environment along Burleigh Street where the pedestrian environment and walking route is disrupted by large areas of cycle parking.
- 2.5.5 The quality of the street frontage along these key streets varies. The eastern end of Burleigh Street has an attractive historic character which should be enhanced. A number of recent retail buildings have helped to raise the quality of retail space and offer on both Burleigh Street and Fitzroy Street. Opportunities to retain and restore historic shopfronts should be taken in recognition of the positive contribution they make to the character of the area. Along with sensitive infill development this will raise the quality and continuity of the shopping streets particularly if focused on areas where the built fabric is of a lower or neutral quality.



**Figure 23** Public realm along Fitzroy Street (top) Burleigh Street (bottom)



**Figure 24** Surrounding open space provision





**Figure 25** New Square, Christ's Pieces and Midsummer Common

### Open space

2.5.6 There is no green open space within the SPD area and limited hard landscaped space that could be described as a square or formal public space. However, there is a large amount of accessible green space in the surrounding area as illustrated in Figure 24. New Square and Christ's Pieces are the nearest open spaces which begin immediately to the west of the SPD area and provide an attractive gateway to the site and route from the town centre. The open spaces in the area are:

- New Square – 0.75ha (2 min walk), green open space with planting.
- Christ's Pieces – 4ha (5 min walk), playground facilities for children.
- Jesus Green and Midsummer Common - 13.8ha (5 min walk)
- Petersfield – 0.9ha (9 min walk)
- Parker's Piece – 9ha (10 min walk), green common near the town centre for recreational activities such as football and cricket.
- St Matthew's Piece - 0.6ha (9 min walk)
- Donkey Common - 0.6ha (10 min walk)

2.5.7 The SPD presents an opportunity to improve the public realm, increase tree planting and provide enhanced areas of hard landscaping.





### **Trees and landscape**

- 2.5.8 Trees make a significant contribution to the appearance and character of surrounding streets and spaces. Mature trees surround New Square and form an attractive greened gateway to Fitzroy Street and the SPD area. Similarly, there are a number of more mature trees outside of the SPD area along Maids Causeway / Newmarket Road and around Christ Church which enhance the setting of this listed building.
- 2.5.9 Due to the bulk and massing of the Grafton Centre there is a relative lack of large trees within the SPD area. There are a number of more mature trees along Fitzroy Street but no areas of landscaping or green space within the study area. Consideration should be given to appropriate new planting. Figure 26 illustrates existing trees in and around the AOMC.



**Figure 28** Photographs from workshop 2 (April 2017)



**Figure 27** Photographs from workshop 1 (March 2017)



**Figure 29** Exhibition at the Grafton Centre (May 2017)

## 2.6 PUBLIC CONSULTATION

2.6.1 This section summarises the consultation that has taken place as part of the Grafton Area SPD process.

### Stakeholder Workshop 1

2.6.2 A workshop was held in March 2017 to explore the context for the study and identify emerging opportunities for the area. Local residents and stakeholders were able to set out their priorities for the area and discuss any concerns (see figure 27). These are summarised under the following themes:

#### 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 in lay-bys along East Road.
- Some residents had safety concerns about using certain routes outside of trading hours.



## **Stakeholder Workshop 2**

2.6.3 A second workshop took place in April 2017 which was attended by a range of stakeholders and residents. The purpose of the workshop was to provide a summary of outcomes from the first workshop, and to test and review the emerging proposals which will inform the production of the draft SPD (see figure 28). Feedback from the three workshop groups are summarised as follows:

### **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 the use of smaller delivery 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.

### **Exhibition - The Grafton Centre**

- 2.6.4 An exhibition was held in the Grafton Centre in May 2017 to help explain the changes that are currently underway to the centre and illustrate how it will look in the future. The exhibition also included a banner that introduced the SPD process and the timeline for the project, advertising the formal public consultation in Summer 2017 (see figure 29).
- 2.6.5 Of the 84 people who stopped to consider the proposals, there was significant interest in the works which are currently on-site or due to progress soon. Participants were keen to identify the types of operator who would be suitable and there was a broad consensus about the need for more emphasis on food and leisure. People were interested in the longer-term opportunities for change and supported the concept of strengthening Fitzroy Street, Burleigh Street and East Road, alongside the longer-term proposals for change, including greater emphasis on street-based retailing.

## 2.7 SUMMARY OF ISSUES AND OPPORTUNITIES



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



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



2.7.1 This chapter has highlighted a number of key constraints and opportunities that should be taken into consideration for future development within the Grafton Area SPD. Figure 30 helps to illustrate a summary of the existing context in terms of uses and experience. This highlights the dominance of the service areas and fragmented character of the existing SPD area. Figure 31 helps to set a vision for future activities and character within the Grafton Area which is more integrated and cohesive.

### Issues

- 2.7.2 The SPD area has the following key issues:
- 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.

### Opportunities

- 2.7.3 The opportunities within the SPD area have been organised into four categories.
- 2.7.4 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.
- 2.7.5 Movement and access:
- Improving cycling and walking access through the area.
  - Adapt and redevelop the service areas to the Grafton Centre to better integrate the shopping centre into its context and provide effective, efficient servicing.
  - Review the car parking requirement and consider the redevelopment of the Grafton West Car Park (conditional on car parking evidence supporting its redevelopment).
- 2.7.6 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.
  - Improve the historic environment including the setting of designated and non-designated heritage assets.
- 2.7.7 Land use:
- Within the SPD area there will be opportunities to increase the comparison (non-food) retail and leisure space with new residential and student accommodation on the upper floors.

# 3. KEY OBJECTIVES

## 3.1 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 such as Grand Arcade and Lion Yard, and more local facilities at Mill Road.***

***Opportunities to redevelop the edges of the Grafton Centre will initiate a step change in the quality of the area, establishing a more sensitive transition between city centre activities and the domestic scale of the surrounding Conservation Areas. These will establish the first steps towards the long-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 re-connect the area with the wider neighbourhood.”***

## 3.2 OBJECTIVES

3.2.1 Three key objectives have been identified which sit above the statements of guidance, development parameters and illustrative guidance in Chapter 5.

### **1. Integration and permeability through better streets and spaces**

- 3.2.2 Proposals for the Area of Major Change should seek to re-integrate with adjacent streets and establish a more sensitive response to the townscape beyond the SPD boundary. In particular, opportunities to create better east-west and north-south connections will be pursued with a view to re-stitching the area into the wider neighbourhoods.
- 3.2.3 Central to this is a desire to create a more permeable and legible network for pedestrians and cyclists, focusing on connections through the city and to the Grafton Centre. Proposals will establish a clear hierarchy of routes for pedestrians, cyclists and private motor vehicles including an integrated approach to the management of servicing in the short and long-term.
- 3.2.4 The movement strategy should integrate with the Greater Cambridge Partnership's proposals for the city which are under consideration.

### **2. A balanced and successful destination**

- 3.2.5 Proposals for the Area of Major Change should seek to create a positive and attractive environment to support the vitality and viability of the area for retail and associated activity. Crucial to this objective is to understand and positively integrate the historic environment into proposals.
- 3.2.6 A key objective is to improve the existing performance of the area as a retail destination and to accommodate growth in floorspace as set out through the strategic policy position in the Local Plan. There is a wider opportunity to establish a robust and flexible position so that the Grafton Centre, Fitzroy Street, Burleigh Street and East Road are able to respond positively to shifting cycles of demand in the short-term, as well as any more fundamental structural patterns in the longer-term to secure the resilience of the area as a retail destination.
- 3.2.7 Integral to this future-proofing, is the introduction of a broad mix of town centre uses including retail, food and drink, and leisure. Proposals will bring life to the centre through the introduction of new homes, student accommodation, hotel space, university accommodation and offices. The SPD encourages the strengthening of the area for retail, and greater diversification as a destination for the city - for residents, visitors, workers and students.



### 3. Flexibility and phasing

3.2.8 A central tenet of the SPD is the need for a flexible approach to uses which will enable a positive response to the shifting dynamics of the retail economy across short, medium and long-term cycles as set out above. In practical terms, it is vital that any proposals for the area are set in context of the longer-term strategy for the area. Opportunities to progress development and public realm proposals in the short to medium term will need to demonstrate how they fit with the overarching strategy – setting a benchmark which will raise the profile of the area and act as a catalyst for phased regeneration.

3.2.9 In broad terms, the SPD envisages a phased strategy.

- In the short term (and continuing through to the medium term), the ongoing programme of investment for the internal refurbishment, re-configuration and intensification of the existing Grafton Centre will continue.
- In the medium term, the SPD promotes opportunities to improve the streets and spaces at the edges of the Area of Major Change. This could include a combination of shopfront improvements, infill development and service yard re-configuration and selective redevelopment.

- Public realm upgrades should be progressed in parallel with the regeneration or intensification of adjacent streets. Public realm and improvements should be coherent, comprehensive and integrated with development. Shorter-term interventions might necessitate an interim public realm approach and/or a contribution to more comprehensive public realm projects at an appropriate point.
- The SPD also supports a longer-term framework of regeneration for the area, with later phases focusing on the potential redevelopment of the Grafton Centre at an appropriate point in the process. Medium term proposals should demonstrate how they could be integrated with a longer-term framework.

3.2.10 All phases of development should contribute to meeting retail needs and realising city-wide retail strategy as set out in the Local Plan. The SPD will, as far as possible, seek to achieve an uplift of retail floorspace at every phase of the development to maintain a deliverable supply of retail floorspace throughout the development of the site.

# 4. STRATEGIES FOR CHANGE

## 4.1 OVERVIEW

4.1.1 The SPD promotes a number of key strategies for change which are structured around the four thematic headings in chapter 3:

- **Movement and access** (section 4.2)
- **Land use** (section 4.3)
- **Scale, massing and built form** (section 4.4)
- **Landscape, environment and public realm** (section 4.5)

4.1.2 In addition, section 4.6 provides a summary of the approach to delivery and phasing including the approach to S106 agreements.

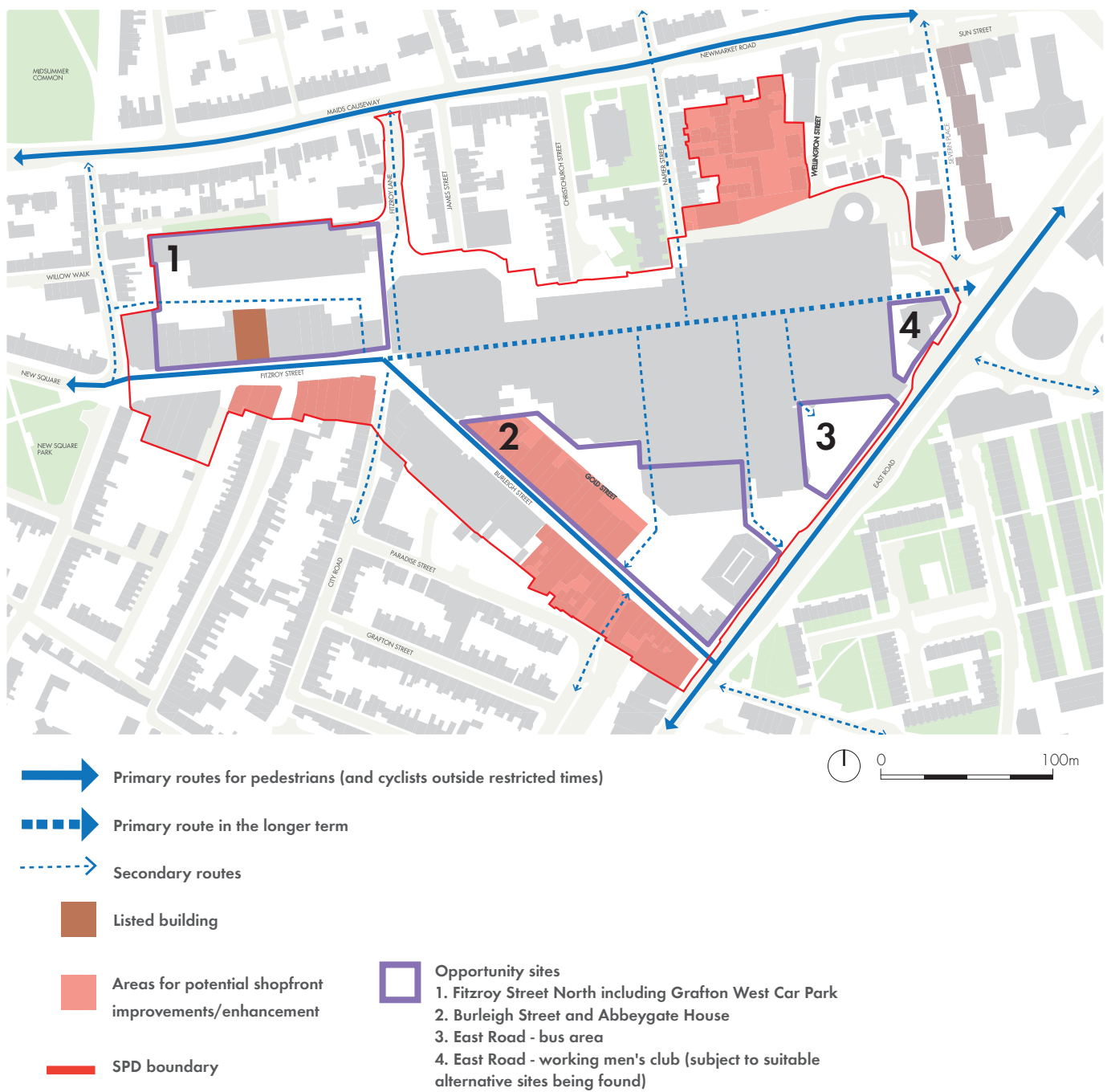


Figure 32 Key connections and site opportunities



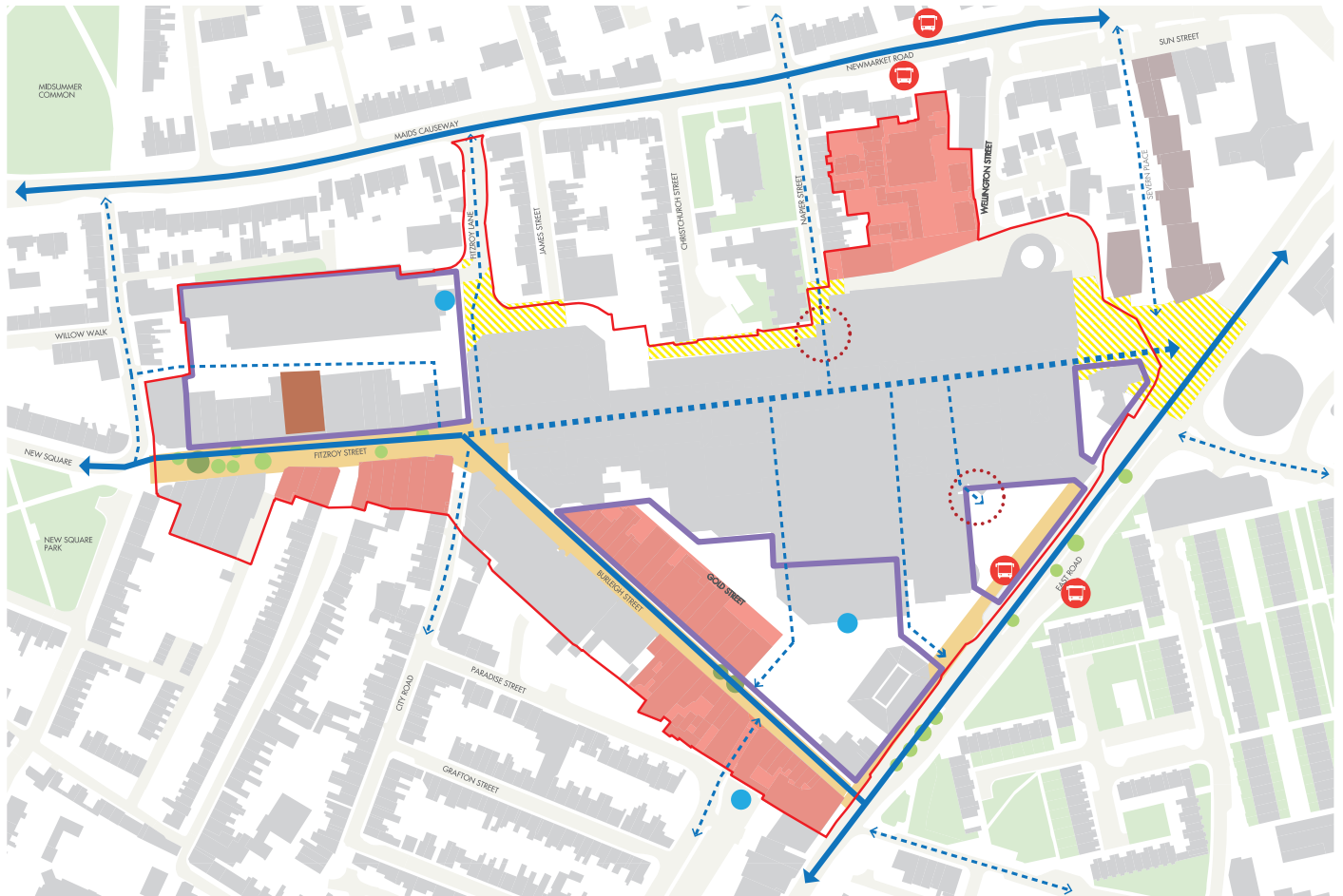
## 4.2 MOVEMENT AND ACCESS

### Long-term east-west connection

- 4.2.1 Figure 32 illustrates the key connections and identifies the main opportunity sites (see section 4.3 to 4.6 for further detail). A principal move is to strengthen the east-west connection between Fitzroy Street and East Road. In the short and medium-term, this could be achieved through the internal configuration of the Grafton Centre, through strengthened internal wayfinding and an improved experience of entering the centre from East Road. These improvements would also help to strengthen the connectivity from St Matthew's Street and the approach to the Grafton Centre from this residential neighbourhood.
- 4.2.2 Longer-term, this could form a key connection as part of a new street-based retail and leisure offer with residential or other uses on upper floors. This would re-provide the historic route which existed prior to the opening of the Grafton Centre in the 1980s. The function and role of this connection would be subject to more detailed studies and analysis from a highways and movement perspective at an appropriate point in the process.

### Improvements to north-south connections

- 4.2.3 There is an aspiration to improve north-south connections through the Grafton Area and to the shopping centre. In the short-term and medium-term, this could be achieved through targeted improvements to signage and wayfinding, with selective redevelopment opportunities and service yard improvements contributing to clearer street connections.
- 4.2.4 In the 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 which could play a major role in stitching the area back into the wider neighbourhood. These improvements would also help to strengthen the connectivity from St Matthew's Street and the approach to the Grafton Centre from this residential neighbourhood. The nature of access for each mode of transport would need to be explored in more detail at an appropriate point in the process in this longer term scenario.



- Opportunity sites
- Listed building
- Areas for potential shopfront improvements/enhancement
- Enhanced public space
- Area to be improved
- Entrance improvements
- Pedestrian routes:
  - Primary
  - Secondary
- Street tree planting proposed
- Street tree planting existing
- Bike parking
- Bus stops
- SPD boundary

Figure 33 Routes and public realm

### **Motor vehicle access, routes and hierarchy**

- 4.2.5 Figure 33 illustrates the key routes and public realm. Figure 34 identifies the proposed approach to servicing and access.
- 4.2.6 East Road and Maids Causeway / Newmarket Road will continue to form primary vehicular routes which facilitate access to the site for vehicular traffic and accommodate wider vehicular movements to and from the city.
- 4.2.7 As it approaches the Newmarket Road junction, East Road currently widens from one lane to two lanes and then three lanes at the roundabout approach. A potential opportunity has been identified to remove the existing left-turn feeder lane from East Road which provides access to Grafton East MSCP. This would facilitate the creation of a wider footway and more attractive landscape treatment of East Road, providing an improved pedestrian route to the Grafton Centre from East Road. Opportunities to green the corridor will be encouraged, with potential for trees (e.g. London Plane) to be introduced subject to further discussions about management strategies.
- 4.2.8 Proposals for any redevelopment of the area, or a reduction in carriageways, will require further assessment in terms of their impact on the wider road network in Cambridge. East Road and Maids Causeway/ Newmarket Road play a vital role in terms of motor vehicle movement patterns and form a key corridor for park and ride and other bus services including the Citi 3

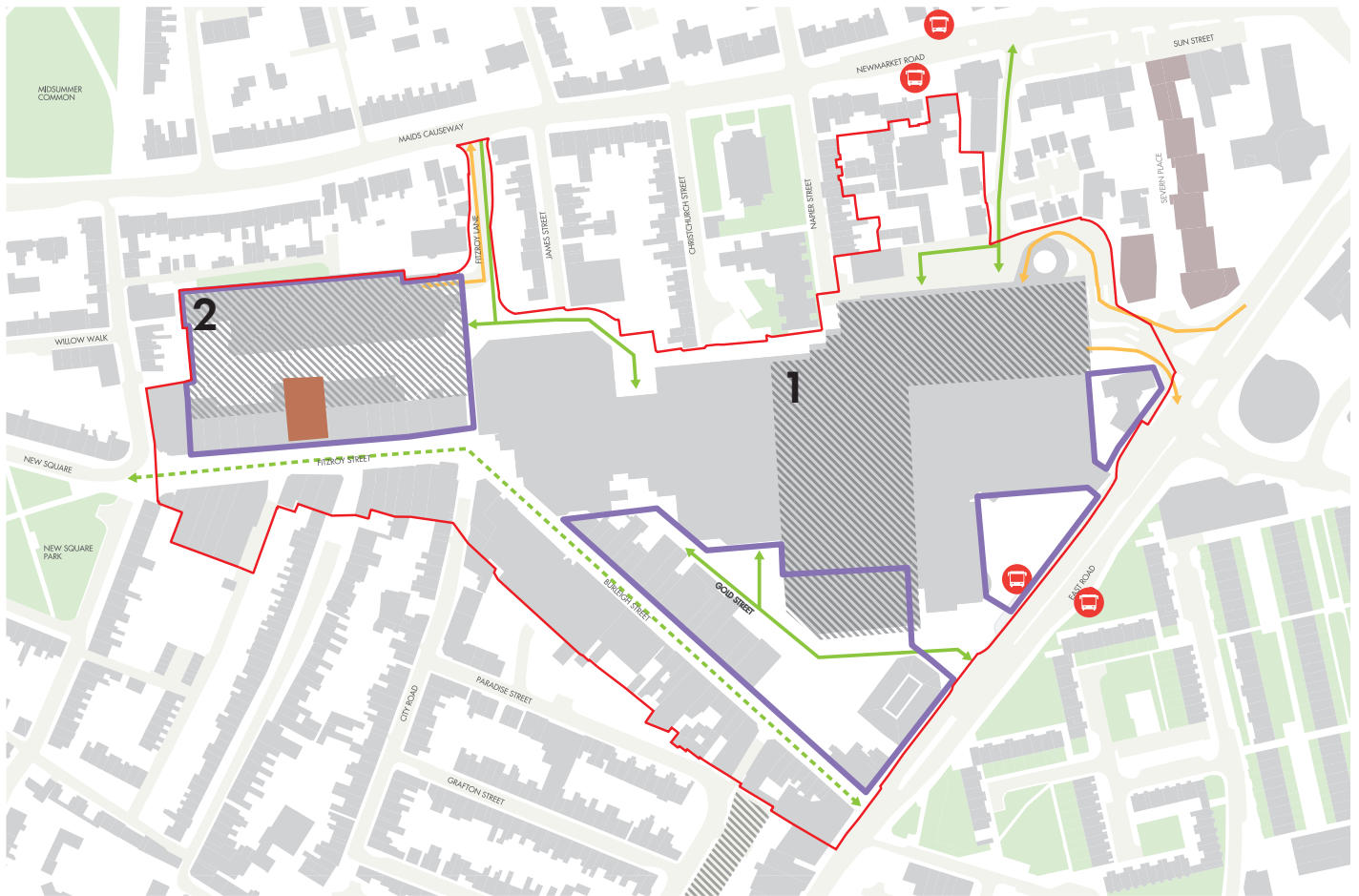
bus from Fison Road to Cherry Hinton. Therefore future expansion in retail, leisure and other uses including residential would need to be assessed and considered alongside proposals for sustainable travel plans, and should be informed by the outcomes of the Greater Cambridge Partnership Access Study. There is a commitment to engage with key stakeholders including public transport operators and the County Transport Teams in relation to shared space proposals for the SPD area including Fitzroy Street, Burleigh Street and East Road as proposals are progressed in more detail to ensure they are safe and attractive.

- 4.2.9 Initial discussions are underway with Cambridgeshire County Council and the Greater Cambridge Partnership team in this regard.
- 4.2.10 The potential to pedestrianise the top end of Burleigh Street between the Adam and Eve Street junction and East Road should be considered.

### **Public transport**

- 4.2.11 East Road and Maids Causeway / Newmarket Road will continue to be key corridors for Park and Ride bus routes including the Milton Road and Newmarket Road Park and Ride services as well as other bus routes including the Citi 3 service from Fison Road to Cherry Hinton. 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.





-  Car Park
- 1. Grafton East on upper levels
- 2. Potential basement car park
-  Car Parking access
-  Key service routes
-  Servicing out of hours
-  Bus stops
-  SPD boundary
-  Opportunity sites

Figure 34 Access and servicing

This could be achieved through simple signage strategies, and improved public realm and wayfinding.

- 4.2.12 From Newmarket Road, proposals for the future redevelopment of the Grafton Centre should seek to strengthen Napier Street as a local walking route. The long-term proposals for the Grafton Centre would create a more attractive view from Newmarket Road towards Fitzroy Street along Napier Street.
- 4.2.13 On East Road, arrangements for bus stopping have been reviewed in the round as part of development proposals for the sequence of immediate site opportunities at the eastern edge of the Grafton Centre. The current off-street arrangement for buses presents a poor threshold to the centre and could be used more efficiently. There is a commitment to engage with key stakeholders including public transport operators and the County Transport Teams in relation to movement proposals for the SPD area including Fitzroy Street, Burleigh Street and East Road as proposals are progressed in more detail.
- 4.2.14 It is important that proposals are future-proofed to allow for the potential future expansion of bus services in the city. Consideration has been given to the future form of the bus network around Cambridge city centre in the Cambridge: Bus Network: Option Development and Assessment Report (CBNODAR) prepared for Cambridgeshire County Council in March 2017. Park and Ride bus routes currently operate six buses per hour and the CBNODAR indicates potential for this to increase to eight buses per hour in the period to 2031.
- 4.2.15 Early proposals for on-street bus stops on East Road to replace the existing Grafton Bus Interchange have been considered. There is a potential opportunity for northbound on-street bus stops capable of accommodating 2-4 buses, and southbound on-street stops capable of accommodating 2 buses. The proposals will be tested further with Cambridgeshire County Council and the Greater Cambridge Partnership team and also explore the potential to extend services into the evening to serve the Grafton Area.
- 4.2.16 The removal of the existing Grafton Bus Interchange and its potential replacement with on-street bus stops serviced by northbound and southbound bus services would necessitate passengers crossing East Road to access the Grafton Centre from the southbound bus stops. As the existing pedestrian crossings on East Road are located approximately 100m to the north and south of the proposed on-street bus stops, an additional pedestrian crossing would be required to cater for the pedestrian 'desire line' between the Grafton Centre and the southbound bus stop. The need to accommodate pedestrian crossing movements on East Road has been considered within the initial designs for East Road as shown in Figure 42.

### **Servicing**

- 4.2.17 Development proposals should seek to minimise conflict between servicing, pedestrian and cycle movements. From the north, servicing movements should be focused on Wellington Street and Fitzroy Lane. From East Road,

servicing movement from Crispin Place will be reviewed as part of the potential redevelopment of Abbeygate House, and infill development on part of Burleigh Place.

- 4.2.18 Proposals involving servicing (and those including taxi access) will be subject to a clear servicing strategy and assessment. A servicing strategy will be developed for the Grafton Area. There is a desire to eliminate on-street servicing but, where retail and leisure units currently require servicing from key primary streets, this should be based on an agreed management strategy including core servicing hours and restrictions on maximum sizes of motor vehicle as appropriate. Taxi movements will not be allowed on Fitzroy/Burleigh and the expectation is that taxi arrangements will be proposed in that context.
- 4.2.19 Any modification of the Traffic Regulation Order governing the streets concerned is a process outside the planning process and may not be deliverable.
- 4.2.20 Larger footprint uses might require a dedicated rear access point or yard to allow for more intensive delivery arrangements, and customer collection as required. In some cases, basement car parking below retail / leisure uses could incorporate servicing requirements subject to more detailed design and viability discussions. Proposals should be subject to servicing assessments.
- 4.2.21 Subject to the specific details of any future scheme, there might be a requirement to work with the Highway Authority to modify the Traffic Regulation Order governing the streets concerned. This mechanism is outside of the planning process and would require early discussion and review.

### **Car parking - public / retail parking**

- 4.2.22 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.

- 4.2.23 In the short and medium term, it is anticipated that Grafton East Car Park would remain operational and would be promoted as the primary location for parking. Proposals should seek to maximise use of the existing facility through improved publicity and wayfinding. Proposals for the Fitzroy Street north area envisage the redevelopment of the existing deck car park. Initial studies indicate that it would be possible to re-provide an identical number of spaces in a single basement level.
- 4.2.24 In the longer-term, it is proposed that public / shopping car parking would remain at a similar level to the current number of spaces at Grafton East Car Park and Grafton West Car Park, and it is not proposed to increase car parking to a greater level than the current numbers. In the event of a more comprehensive long-term redevelopment, consideration should be given to single level basement car parking below buildings or a dedicated parking building in an accessible location. This is subject to further consideration, and a car parking strategy will need to be developed for the Grafton Area.

### **Car parking - residential and office uses**

- 4.2.25 Cambridge City Council's car parking standards are expressed as a maximum in line with the City Council's sustainability aims. It states a maximum of 1 parking space per unit for residential developments within the Controlled Parking Zone (CPZ). The current National Planning Policy Framework (2012) moves away from maximum levels of provision and advises that parking provision for new residential development is based upon the accessibility of the development, the availability of public transport, and the levels of access to



a private car for existing residential uses in the surrounding area. The Local Plan refers to similar principles of reducing car parking dependent on the location of the residential development and availability of public transport. Given the site's close proximity to public transport, shops and services, the intention is to maximise the opportunities for the residential development to be car free or low car use. Review of existing car ownership levels within the wards in the vicinity of the Grafton Centre utilising 2011 Census data revealed that parking ratios of 0.5-0.6 spaces per unit may be more appropriate in this location.

- 4.2.26 Based on discussions to date, the aspiration is to provide lower levels of car parking. Any parking allocation will need to be justified in future planning applications in the context of more detailed design assessments and the exact proportion of house types. It is noted that no on-street parking would be available for occupants of new residential units, nor any that do not currently qualify for permits within the existing Residents' Parking schemes operating in the area on adopted public highway.
- 4.2.27 Parking provision for office land uses will need to be considered in greater detail, and will need to make reference to the current Cambridge City Council's maximum car parking standards for B1 Office (1 space per 100sqm within the CPZ).
- 4.2.28 Car clubs should be investigated early in the process and electric motor vehicle charging points should be provided within the development.
- 4.2.29 It is likely that residential uses on the longer-term sites are likely to come forward as apartments and the proposed basement approach would therefore work well in accommodating active ground floors for retail and leisure activity.
- 4.2.30 The City Council will encourage early liaison with Cambridgeshire County Council to

consider the strategy for the wider adoption of streets and car parking management. It is anticipated that Burleigh Street and Fitzroy Street would continue to be adopted highways.

### **Cycle parking**

- 4.2.31 A cycle parking strategy will be developed for the Grafton Area. Safe and secure cycle parking should be provided in accordance with the Council's policy requirements. A mixture of short and long-stay spaces should be provided to support the Grafton Area as a destination for shopping, leisure and other commercial uses including offices. Proposals should demonstrate that short and long stay parking are sufficient to cater for demand. Short stay spaces are expected to be comparable to existing numbers. Review of the current Cambridge Local Plan cycle parking standards reveals a requirement for close to 1,000 spaces based on projected retail floor areas, which represents a considerable uplift in numbers compared to the existing provision.
- 4.2.32 Short-stay spaces should be focused in convenient on-street locations on Fitzroy Street, Burleigh Street and East Road. Locations should be carefully designed and located to avoid the proliferation of barriers to movement.
- 4.2.33 Long-stay spaces should be located in secure facilities within strategic, accessible locations. Spaces could be provided in designated areas of car parks, or in specialist bike parks. Opportunities should be reviewed at the outset of detailed design exercises for the longer-term redevelopment of the area.
- 4.2.34 Cycle parking for residential or student residential elements should be considered early in the process with an emphasis on Sheffield stands, or basements / ground floor areas where appropriate as set out in the Local Plan. Reference should be made to the council's Cycle Parking Guide for New Residential Development (as amended).



Figure 35 Indicative uses plan - ground floor plan

## 4.3 LAND USE

4.3.1 Figures 35 and 36 illustrate the indicative distribution of uses across the site based on the long-term development framework for the ground floors and upper floors. Guidance for each use is identified in turn below.

### **Retail, leisure, food and drink**

4.3.2 Policy 12 in the Cambridge Local Plan (2014) outlines the role that the Grafton Area will play as a primary focus for providing additional comparison (non-food) retail in the city centre, along with other mixed uses. The policy allows for the expansion / redevelopment of retail and leisure use with potential residential and student accommodation on the upper floors.

4.3.3 The Cambridge Local Plan has been informed by the Cambridge Retail & Leisure Study Update 2013 (GVA, May 2013). This assessed and established the baseline and forecast retail (convenience and comparison (non-food)) capacity for the City in order to inform the Local Plan's retail strategy and site allocation process.

4.3.4 In relation to comparison (non-food) goods, the Study (see Appendix 3, Table 12) identified the following comparison need requirements based on a constant market share:

- 2017: 3,820 sq.m net;
- 2022: 14,141 sq.m net;
- 2027: 31,226 sq.m net; and
- 2031: 39,976 sq.m net.

4.3.5 The estimates are driven by projected growth in local population and expenditure through the Study period. The Study identified the forecasts as 'upper limits' due to the influence of other retail development on the capacity position and the increasing influence of special forms of trading (i.e. internet based shopping).

4.3.6 The Study (see paragraphs 9.27-28) recommended that the Fitzroy Street/Burleigh Street area of the City has the scope to accommodate some of the identified capacity arising over the period to 2022. No specific floorspace figure was identified. The Study also identified the area as the first priority in sequential terms and how commercial leisure should be supported in any expansion.

4.3.7 Ground floors across the site area should be in use as retail, leisure or food and drink activities. Evening economy uses will have an important role to play. Eden Chapel is currently in community use and will be retained in situ as part of any re-development of the immediate area.

4.3.8 Policy 6 of the Local Plan states that the Council has identified capacity to support 14,141 sq m net of comparison (non-food) retail floorspace between 2011 and 2022. Cambridge city centre should be the focus of meeting most of this need. The policy goes onto identify policy 12 and the Grafton Area as helping to meet this need. Policy 12 states that the Grafton Area will be the primary focus for providing new comparison retail in the city centre, and



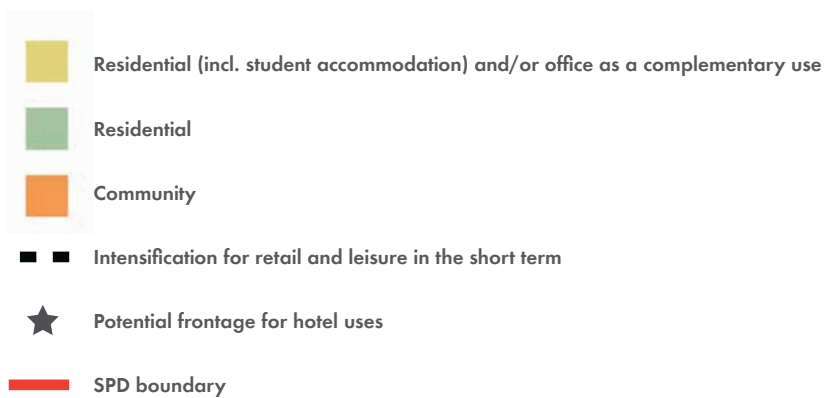
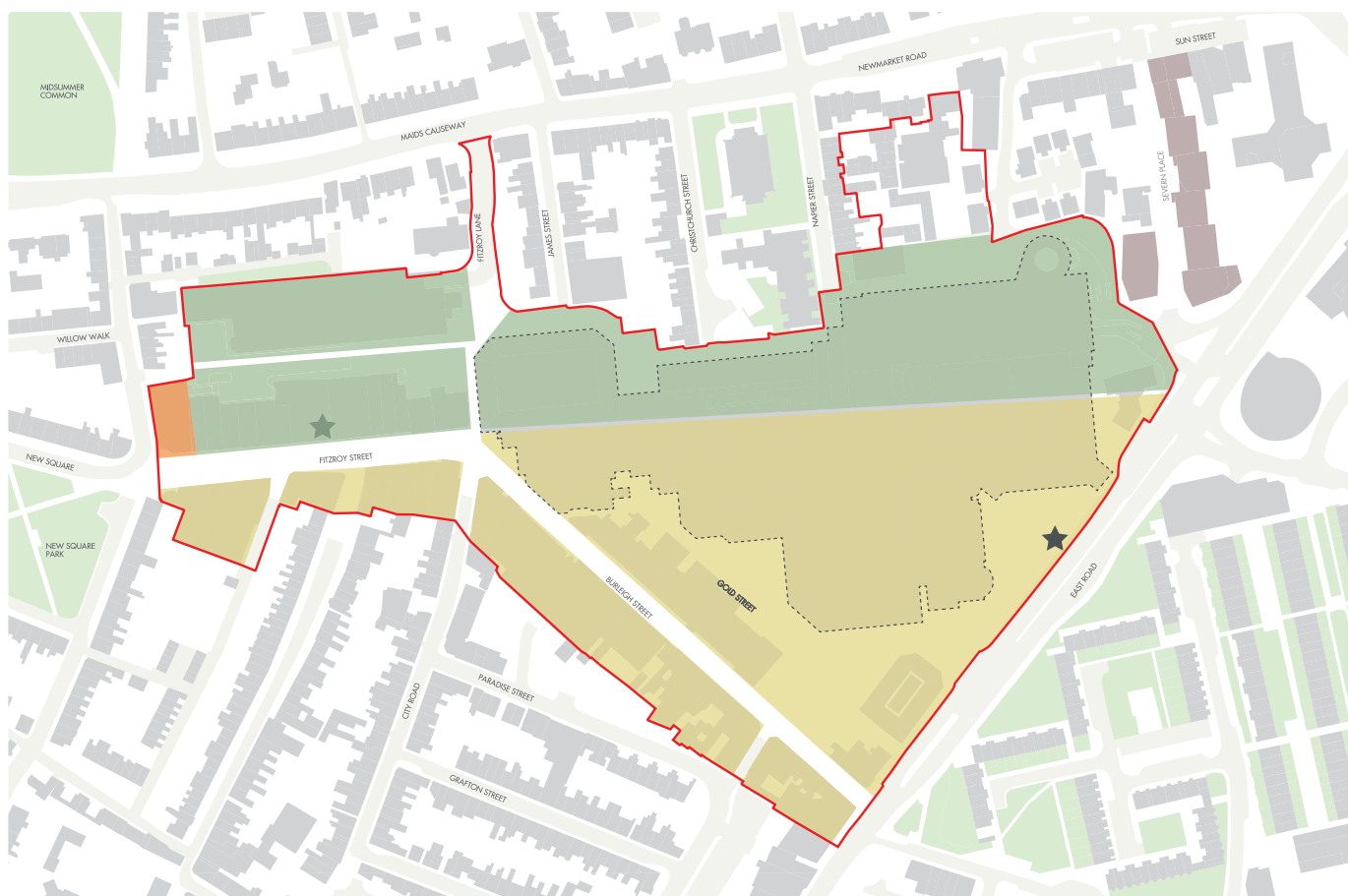


Figure 36 Indicative uses plan - typical upper floor plan

that the evidence base suggests that up to 12,000 sq m of new comparison floorspace could be provided in the area, although the precise quantum is subject to testing through the development of a masterplan for the area.

4.3.9 In terms of short and medium term opportunities, it is anticipated that early development could deliver a significant amount of new retail floorspace on Fitzroy Street, Burleigh Street and East Road. In addition, opportunities exist for a significant increase in floorspace in the existing Grafton Centre through a strategy of intensification. There is likely to be demand for hotel uses as part of this mix and indicative locations on East Road and Fitzroy Street have been identified for this on the drawing.

4.3.10 In the short and medium term, specific opportunities exist in the following locations:

- Replacement and additional floorspace on the Fitzroy Street North area, East Road and Burleigh Street sites.
- Re-configuration of Burleigh Place and the rear of the Debenhams unit to create opportunities for a more active retail environment. In doing so, the current service yard could be adapted alongside the partial re-configuration of the rear element of Debenhams and infill of the adjacent space to create new retail floorspace.
- Intensification of the Grafton Centre through the creation of additional floorspace on upper levels.

4.3.11 Proposals for new retail development should be integrated with wider strategies for the enhancement of the public realm and improvements to the movement network. This is a key element in the enhancement of the quality of the environment and setting for retail activities

4.3.12 Longer-term redevelopment proposals for the Grafton Centre could present opportunities for a more contemporary street-based approach to retailing, with the potential for stores to be arranged over two floors, and a flexible mix of larger footprint stores and smaller units. It is likely that Fitzroy Street and Burleigh Street would continue to be arranged as a single floor of active uses at ground floor with other accommodation above from a townscape perspective. Given the changing retail trends, the proposed street-based development strategy will provide a more flexible framework which could accommodate a number of scenarios with differing balances of smaller and larger units. This will help to develop a resilient and robust position which supports the vitality and viability of the area in the longer term.

4.3.13 Future schemes should incorporate a clearly articulated retail strategy and narrative in support of any proposals. As set out in Policy 12, it is anticipated that the Grafton area would, alongside other identified priority locations, form a focus for any retail, leisure or food and drink development.

4.3.14 In accordance with Policy 12, the City Council will seek to where possible increase retail floorspace across the SPD area. The relatively intensive level of existing buildings in the area is likely to necessitate an incremental approach where certain phases and schemes are not able to provide a material increase in retail floorspace compared to the existing overall amount. In these circumstances, the City Council will take a flexible view where proposals can be demonstrated to benefit the Grafton Area in terms of current and future vitality and viability. The overall amount of development is an important consideration but this will be balanced against the quality of activities, the overall range of uses and the nature of the environment. These factors will all contribute to the overall performance and resilience of the area as a retail destination.

### **Residential uses**

4.3.15 Residential uses will be encouraged on the upper floors of the proposed development parcels. The site is suitable for an apartment-led mix of residential typologies, largely arranged as flats above ground floor and potentially first floor retail and/or leisure uses.

4.3.16 As detailed in section 4.4, proposals for the area north of Fitzroy Street, should step down to respond to the scale and grain of the Kite Conservation Area. In that context, constraints on height, scale and mass are likely to influence housing typologies, dictating that ground floors revert to residential on the location of

the Grafton West Car Park. Housing adjacent to Salmon Lane will be domestic in scale to respond to the finer grain of the lane.

4.3.17 Any proposal must be in line with Policy 60: Tall buildings and the Skyline in Cambridge that identifies the expected methodology for consideration of tall buildings.

4.3.18 The Grafton SPD aims to achieve a 'nil detriment' impact on traffic and congestion around the Fitzroy, Burleigh Street & Grafton Area. This will require a modal shift to reduce the proportion of journeys made by vehicle in the area, to be promoted in conjunction with the promotion of public transport use, walking and cycling through the provision of enhanced facilities and infrastructure, and robust travel planning. The central location of the Grafton in proximity to other Cambridge city centre locations, provide an opportunity to promote car-free residential development in the area.

### **Student housing**

4.3.19 A proportion of the new residential uses on upper floors could be brought forward as student housing. Proposals north of Fitzroy Street are more likely to be suited towards conventional residential dwellings rather than student housing to respond to the existing residential context of neighbouring streets to the north.



### **Office uses**

- 4.3.20 In the long-term, opportunities could exist to incorporate commercial office space on upper floors as a secondary use, as part of a residential led, mixed use development. The area is accessible to the station and the rest of the city centre and well-connected to the Park and Ride. This could form an interesting and complementary use to nurture the vitality and viability of the retail and leisure activities on lower floors.

### **Community and other uses**

- 4.3.21 Any planning application for the Grafton Area will need to be informed by an appropriate assessment of demand and capacity. The assessment should be in line with Policy 73: Community, sports and leisure facilities in the Local Plan.
- 4.3.22 Any proposals for the redevelopment of the Working Men's Club on East Road, should be informed by a proactive strategy of engagement with the club, alongside a clear strategy for the re-provision of the facility. The manner of re-provision will be influenced by the requirements of the club. Space could be identified elsewhere within the SPD area, or within an appropriate distance of the existing facility, subject to discussions with the club.

### **A flexible framework**

- 4.3.23 There may be opportunities to allow for flexibility of uses on some upper floors of buildings where considered appropriate. Such an approach will need to fit within an overarching framework to be agreed with the Local Planning Authority. This will need to ensure that the key land use policy objectives set out in Policy 12 of the emerging Local Plan 2014 for retail, leisure, residential and student accommodation uses to be increased and prioritised are being met at all times.

### **Adjacent opportunity sites**

- 4.3.24 Any development on the site which shares a boundary with the vacant gap along Paradise Street (currently used as the servicing area for some retail units along Burleigh Street) should ideally allow for residential use on this servicing area which could include 3-4 storey heights, subject to suitable design.

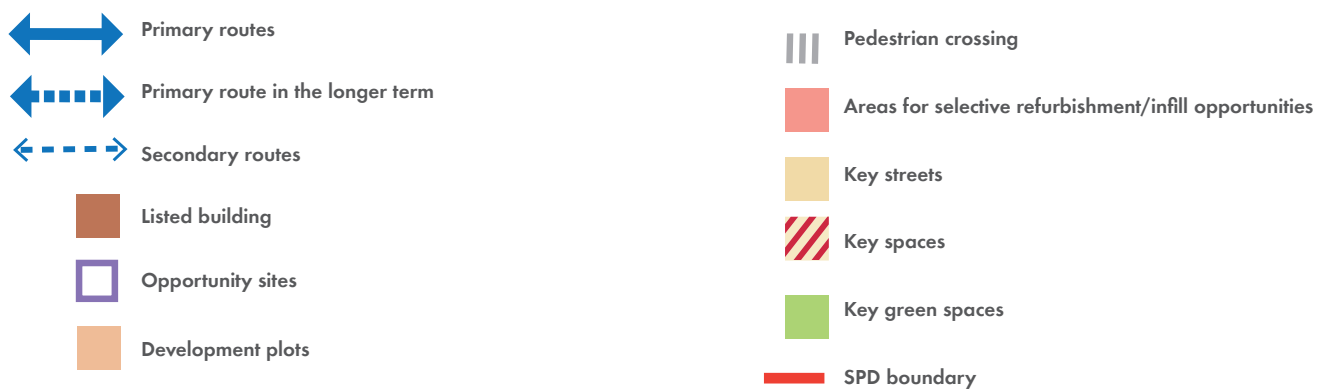
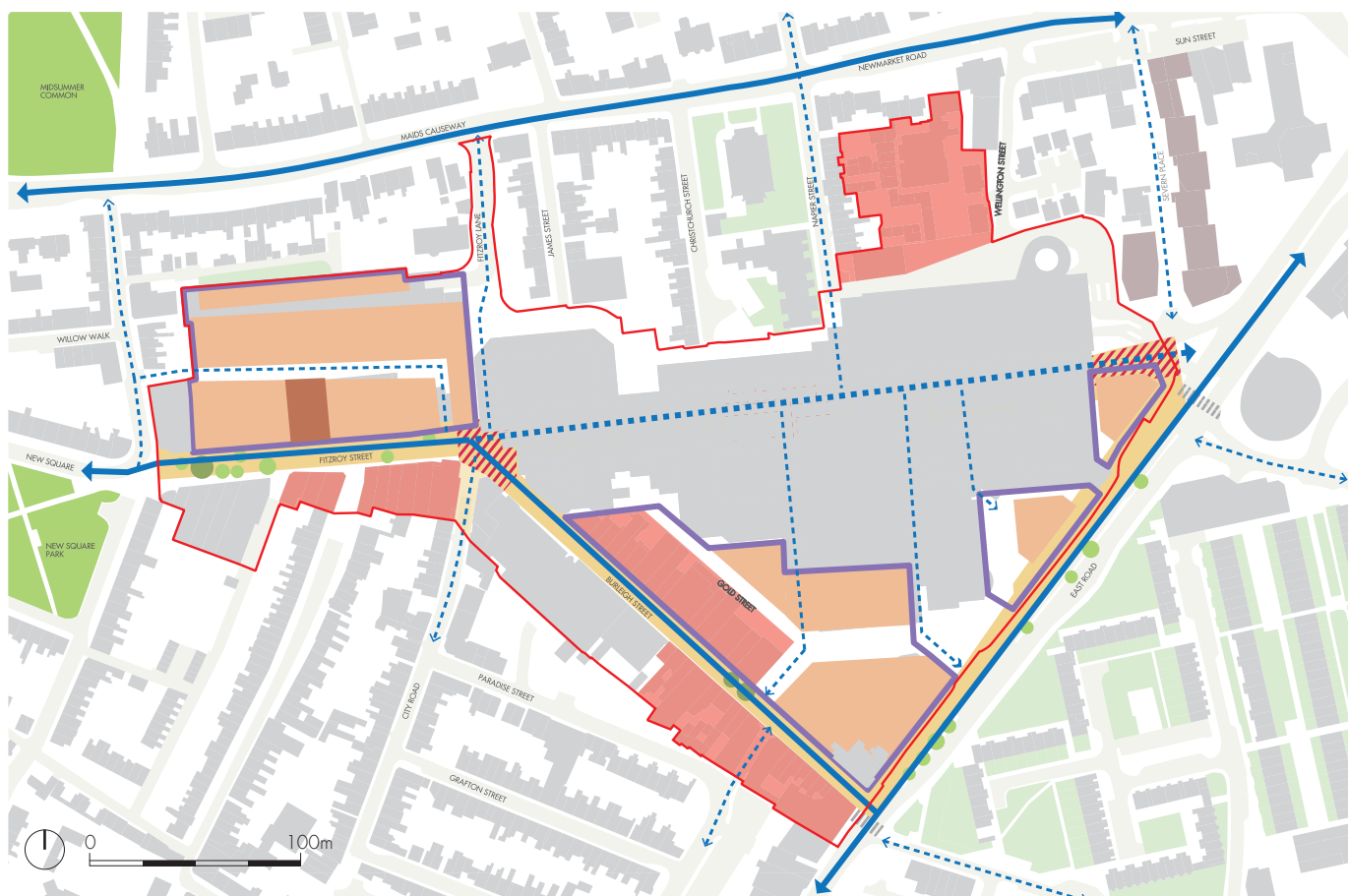


Figure 37 Framework plan including indicative development

## 4.4 SCALE, MASSING AND BUILT FORM

### Development sites

4.4.1 Figure 37 illustrates a range of sites which present major opportunities for the realisation of the planning objectives in the draft Local Plan. Six types of intervention should be considered as follows:

#### i) New development sites along key routes

4.4.2 A series of key development sites have been identified. These areas present an opportunity for a strategic approach with a view to delivering the following objectives:

- An uplift in retail and leisure floorspace.
- A material improvement in the quality of the retail environment and public realm to support the overall vitality and viability of the area.
- A better relationship and threshold with surrounding neighbourhoods and the wider city.

4.4.3 In the long-term, it is anticipated that comprehensive redevelopment of the existing Grafton Centre could be considered, drawing on the broad framework of new connections identified in section 4.2. A range of different types of intervention should be considered as set out below.

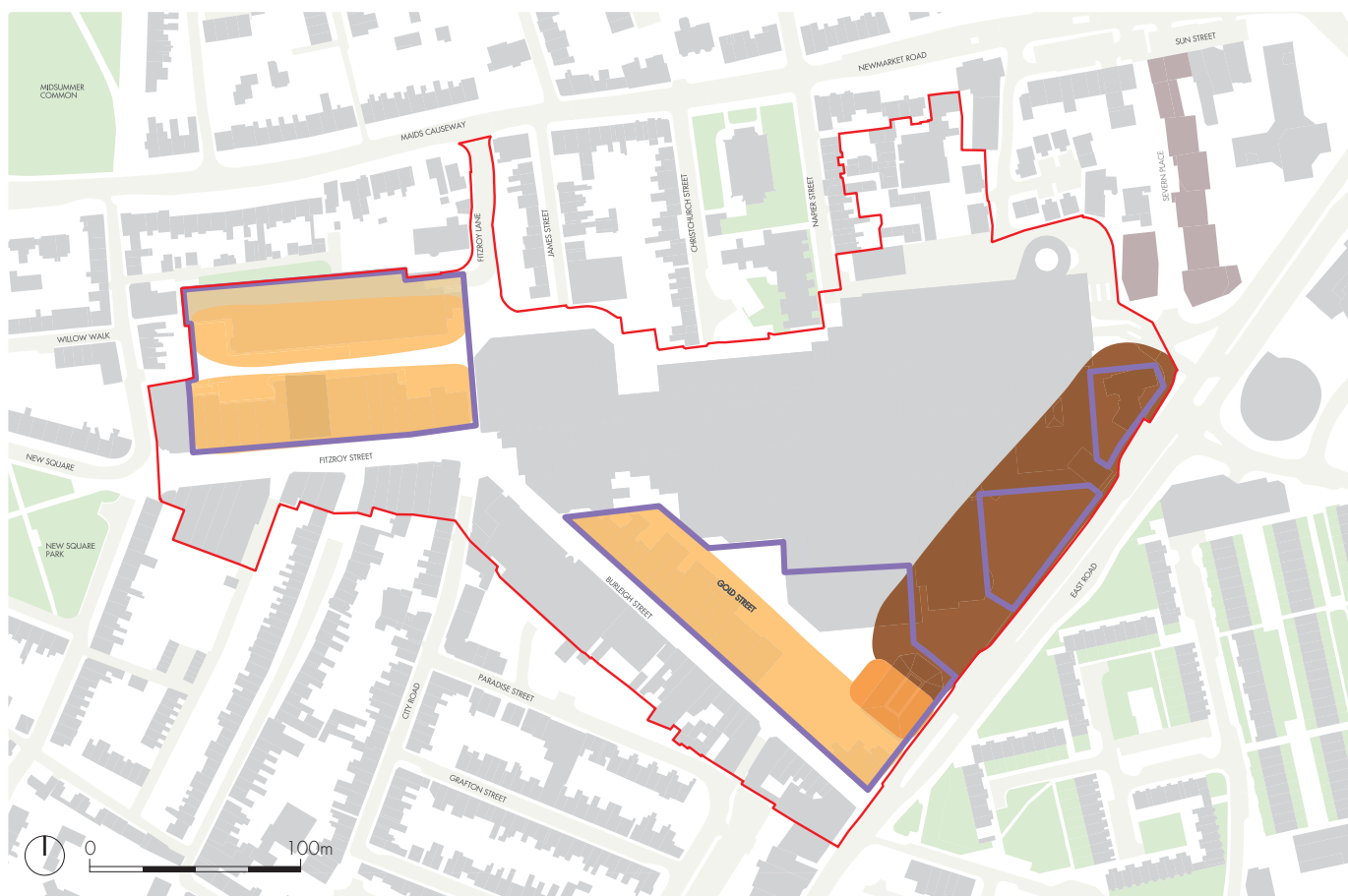
#### ii) Infill development opportunities

4.4.4 Selective reconfiguration of service yard spaces could facilitate infill development opportunities at the edge of the existing centre. This would assist in creating a more active and positive edge to some of the dead spaces around the centre including the Burleigh Place service area behind Debenhams and the sequence of under-used spaces and buildings on East Road adjacent to the centre.

4.4.5 To the north, the enhancement of service areas is more likely to focus on public realm and wayfinding improvements to improve linkages from Newmarket Road. Existing historic fabric and the ongoing servicing requirements in this area are likely to make infill development less viable in this location.

#### iii) Selective redevelopment of less sensitive buildings

4.4.6 Within the identified sites, existing buildings and structures on East Road and the area north of Fitzroy Street (Grafton West Car Park) are likely to be appropriate for more significant redevelopment. Further townscape analysis and feasibility studies would be required to justify redevelopment on a proposal-by-proposal basis. For example, proposals for Burleigh Street and Fitzroy Street would be expected to incorporate careful analysis of the existing townscape character to inform the site strategy.



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



#### **iv) Shopfront improvements**

- 4.4.7 Some sections of existing streets have potential for inclusion in shopfront improvement schemes which would focus on the reinstatement of historic features, shopfronts and details, alongside an agreed strategy for signage and advertisements. Particular candidates for this include sections of Burleigh Street – including the south side and parts to the north, and elements of Fitzroy Street (south side).

#### **v) Additional space within the Grafton Centre**

- 4.4.8 Opportunities exist within the Grafton Centre to extend and reconfigure the existing Shopping Centre building to provide additional floorspace.

#### **Building heights**

- 4.4.9 An urban design led approach should be taken to inform the appropriate scale and massing of development proposals in the SPD area. This is to ensure that well-designed schemes are created that fit into their context and respond to key views and vistas including views into and across the surrounding Conservation Areas.
- 4.4.10 The building heights shown in Figure 38 are expressed as overall storey heights. Residential storey heights are typically 3m floor to floor and commercial are typically 4m floor to floor. Given that redevelopment proposals are likely to contain a mix of both residential

and commercial uses within the same block it is not possible to provide overall maximum dimensioned heights at this stage. It is likely that there will be differences in heights between adjacent buildings and such variation is important in creating greater variation in roofscape and that a finer grain is maintained when considering the overall massing of proposals.

- 4.4.11 The heights shown in Figure 38 are intended to promote development that responds to the sites key contextual factors and placemaking opportunities. There may be the opportunity to allow additional height within the SPD area, subject to acceptable design and assessment. Irrespective of overall heights, proposals will be expected to incorporate architectural modulation and variety to generate a varied roofscape and streetscape. Innovative use of roofscape for accommodation and using setback upper floors can be an effective way of moderating the overall scale and massing of proposals whilst creating well-articulated forms. Any proposal must be in line with Policy 60: Tall buildings and the Skyline in Cambridge that identifies the expected methodology for consideration of tall buildings.
- 4.4.12 In broad terms, any proposals for new development should seek to maintain a relatively tight and human scale of 3 to 4 storeys on the Fitzroy Street and Burleigh Street with a positive relationship with existing / retained buildings.

4.4.13 17 Fitzroy Street should remain prominent in the streetscape, with careful preservation of views to the distinctive lantern. Proposals gradually step down to 2/3 storeys opposite the low rise buildings on Salmon Lane which have a distinctive scale and character.

4.4.14 On East Road The Snug and adjacent properties form a key group of finer grain buildings and should be retained as part of any future redevelopment proposals. A sequence of infill developments could step up to 5 or 6 storeys. Subject to more detailed assessment of views and townscape impact, there may be an opportunity for taller buildings on East Road. However, this would need to be accompanied by a coherent analysis and rationale for any development above the reference point formed by the law courts on the opposite side of East Road. Any taller elements will need to be of exceptional design quality with a carefully articulated and varying roof line.

4.4.15 Homes on upper floors should seek to optimise solar orientation and outlook. Dual aspect homes should be maximised and single aspect north-facing dwellings avoided. Other architectural responses should be prioritised such as external shading and passive ventilation strategies.

## **Views**

4.4.16 Proposals for taller buildings should be assessed carefully in relation to the impact of tall buildings on the skyline and the setting of heritage assets.

4.4.17 Applicants will be expected to work proactively with the Council to identify appropriate locations for verified views as part of the supporting visual impact assessment for any relevant schemes. Based on recent work in the vicinity, and the Council's publication, Guidance for the application of Policy 60 (Tall Buildings and the Skyline of Cambridge), it is anticipated that proposals for taller buildings in the Grafton Area might require verified views from the following locations:

- Midsummer Common
- Newmarket Road and Maids Causeway
- East Road
- Elizabeth Way
- Stourbridge Common
- Christ's Pieces
- Sturton Street
- New Street
- St Matthew's Street
- Other streets to the east to be reviewed on a case-by-case basis.

4.4.18 Other strategic views as identified in Cambridge Skyline Guidance (2012) should also be considered.

## **Heritage**

- 4.4.19 Any planning application will be required to submit a townscape assessment and heritage statement in support of proposals. These assessments should demonstrate a thorough understanding of local context and key views and significance of heritage assets.
- 4.4.20 Proposals should make appropriate reference to the Conservation Area Appraisals for the three adjacent Conservation Areas.
- 4.4.21 Proposals for Fitzroy Street should seek to enhance or better reveal the significance of 17 Fitzroy Street and make a positive contribution to the Kite Conservation Area and other heritage assets in surrounding streets including Buildings of Local Interest and Grade II\* and Grade II Listed buildings. There is a major opportunity to enhance the negative townscape views from Salmon Lane, and the buildings which detract on the southern side of Fitzroy Street.

## **Fitzroy Street**

- 4.4.22 The current Grafton West Car Park has a negative impact on the setting of the Kite Conservation Area north of Salmon Lane. It also acts as a barrier to movement and contributes to a perception of the space to the rear of Fitzroy Street and the Grafton Centre as being unsafe, particularly beyond daylight hours. The car park also detracts from views of the Listed Building at 17 Fitzroy Street.

- 4.4.23 The redevelopment of the car park could establish a more efficient use of the site, re-establishing the broad historic structure of lanes which stitched Fitzroy Street into the wider fabric of the neighbourhood. Subject to further townscape analysis, there is also an opportunity to consider the buildings to the north of Fitzroy Street to achieve a more comprehensive approach, focusing on the celebration of the listed 17 Fitzroy Street.

- 4.4.24 Key interventions could include the following:

- Create enhanced connections through to Maids Causeway / Newmarket Road.
- Mews style homes providing frontage to Salmon Lane at an appropriate scale.
- New apartments set around courtyard gardens, fronting a new pedestrian route to Fair Street.
- Some potential redevelopment along parts of Fitzroy Street.
- Retention of No. 17 Fitzroy Street.
- Enhanced public realm along Fitzroy Street.
- Targeted improvements to shop fronts on the southern side of Fitzroy Street.
- 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, cycling and other streetscape improvements.

- The delivery of public realm improvements should be linked to adjacent development proposals.
- Provision for a shared surface for both cyclists and pedestrians designed to ensure safety for all surface users is also key.

## East Road

4.4.25 A series of potential infill sites exist on East Road which could assist with the revitalisation of the eastern edge of the Grafton Centre. East Road is an important gateway to the city and could feel like a more welcoming street and destination (see figure 40). Opportunities to improve East Road entry area should also be considered including improved access/links for both pedestrians and cyclists.

4.4.26 Key principles are summarised as follows:

- An improved junction and pedestrian route from Newmarket Road.
- Potential opportunity to reduce the width of carriageway.
- Three new buildings: providing frontage to East Road, screening the Grafton Centre and creating a new destination with new uses and activity.
- Enhanced public realm improving the pedestrian route along East Road - a new boulevard for Cambridge and entrance to the Grafton Centre.
- Proactive engagement with the Greater Cambridge Partnership's process to explore opportunities for a new on-street bus stop facility and other highways improvements.
- Improved pedestrian crossing and connection to Norfolk Street.
- Opportunities to integrate with proposals in the Eastern Gate SPD.



**Figure 39** Historic plan highlighting the historic structure of lanes which characterised the Fitzroy North site



ILLUSTRATIVE ONLY



Figure 40 Artist impression of East Road - illustrative only

## Burleigh Street

4.4.27 Opportunities exist to improve the retail offer on the northern side of Burleigh Street including remodelling of parts of the Grafton Centre and infill development within the existing service yard. This would establish a more active edge to the existing Grafton Centre, and respond positively to the historic role and position of Gold Street which formerly ran parallel to Burleigh Street. Opportunities for selective shopfront improvements or sensitive infill / redevelopment exist on the southern side of Burleigh Street to the east of the Primark store.

4.4.28 Key elements are summarised as follows:

- Opportunity to retain the Snug and other distinctive buildings to maintain the more positive examples of existing townscape character.
  - Combination of retention of more sensitive buildings including shopfront enhancements, refurbishment of historic shopfronts, and potential selective redevelopment of buildings on the north side of Burleigh Street with new retail and leisure floorspace at ground floor and residential above.
  - Shopfront improvements with opportunities for refurbishment, and potential infill development on the south side of the street.
  - Creation of an active space, representative of the historic Gold Street connection which ran parallel to Burleigh Street.
  - Selective redevelopment of under-used space and potential remodelling to the rear of Debenhams'. These elements would create an attractive, more active edge to the existing centre. This would represent a significant step change from the servicing area currently occupied by Burleigh Place. Further detailed testing of the service yard configurations would be required.
- Consistent streetscape treatment with Fitzroy Street – with potential for an integrated public realm tailored toward shared use accessible to pedestrians and cyclists (see figure 41).
  - More formal public realm areas could accommodate outdoor seating, eating and drinking and short stay cycle parking.
  - 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, cycling and other streetscape improvements.
  - Servicing activity on Burleigh Street would take place out of hours and would require enforcement, potentially utilising ANPR cameras. A servicing strategy, considering how the existing servicing will operate within the aspirations of the SPD to provide an enhanced public realm which prioritises pedestrian and cyclist accessibility, will be a requirement for potential future developments.
  - Provision of a cycle lane facility integrated within the fabric of the Burleigh Street public realm to accommodate cyclists throughout the day, and not restricted as currently is also key.





**Figure 41** Artist impression of Burleigh Street including illustrative improvements to the public realm and streetscape.

## **4.5 LANDSCAPE, ENVIRONMENT AND PUBLIC REALM**

### **Key spaces**

- 4.5.1 Fitzroy Street, Burleigh Street and East Road should all be upgraded as key spaces which form the spine of the shopping and leisure offer of the Grafton Area. Each of these streets should have a distinctive character which supports the rejuvenation of the Grafton Area, creating an attractive environment and setting.

### **Fitzroy Street and Burleigh Street**

- 4.5.2 Fitzroy Street and Burleigh Street require an integrated approach to public realm design. Both will continue to operate as adopted highway with the intention of reducing street clutter, and the creation of a more curated and carefully managed area of public realm.
- 4.5.3 Subject to further assessment, proposals should demonstrate an integrated approach to cyclist and pedestrian movements including the creation of shared surfaces. The new carriageways could have the character of a shared surface, enabling informal negotiation between users including pedestrians and cyclists as well as supporting other functions such as al-fresco eating and occasional market stalls. A separate design strategy will be prepared and consulted upon covering the shared use of pedestrians and cyclists.



### **East Road**

- 4.5.4 East Road will continue to play an important role for motor vehicle movements including buses, park and ride and private motor vehicles. The areas between the Grafton Centre and East Road are not well-used and are dominated by service areas, bus movements and poor relationships between spaces and buildings, and an overall lack of quality.
- 4.5.5 Proposals for the sequence of new buildings on the East Road edge should adopt an integrated approach to public realm creating a much greater emphasis on pedestrian movement and legibility. The street should be a positive point of arrival with a high standard of public realm setting the tone for an improved offer and an attractive “boulevard” for the city, and for Anglia Ruskin University. Opportunities for street tree planting should be identified.
- 4.5.6 As noted above, opportunities for a reduction in carriageway width could facilitate the creation of more generous spaces. Alternatives to the existing Grafton Bus Interchange arrangement will be subject to further modelling, discussions with the County Council and Greater Cambridge Partnership, and projections regarding future capacity need.

### **Access to strategic open space**

- 4.5.7 The proposed redevelopment of the Grafton Centre assumes a relatively urban area with a sequence of streets and harder spaces. A key element in this justification is the proximity to New Square and Midsummer Common. Proposals should seek to create much better walking and cycling access to these important spaces.
- 4.5.8 There is a commitment to engage with key stakeholders developing the movement proposals for the SPD, including Fitzroy Street, Burleigh Street and East Road. The proposals were presented for comment to Cambridgeshire Highways, Stagecoach Buses and the Walking and Cycling Stakeholder panel, with further engagement taking place with key stakeholders as the proposals evolve.

## **Environmental considerations and sustainability**

### **Site-wide sustainability**

4.5.9 Creating a sustainable development should be a priority underpinning the redevelopment of the Grafton Area. A site wide approach should be employed to address environmental, social and economic issues. Development should comply with the Council's Sustainable Design and Construction SPD and propose strategies for the following relevant issues:

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

### **Surface water and foul drainage**

4.5.10 Future proposals should consider the drainage strategy at an early point in the design process. Opportunities to integrate sustainable drainage and appropriate new planting into the public realm will be supported.

## **Ecology**

4.5.11 There are likely to be opportunities to enhance the ecology and biodiversity of the site. Initiatives should be developed in the context of wider plans for improvements to ecology and biodiversity.

4.5.12 Initiatives that could be considered are:

- Tree and other planting where appropriate (see section 4.3 above).
- Water resources in association with sustainable drainage and landscape features where possible
- Nesting opportunities for a variety of bird and bat species
- Habitats for insects

4.5.13 Flat and low pitched roofs could provide an opportunity to improve the ecology of the site and contribute to the general increase in biodiversity. Both green and brown roofs with local species of flora might be desirable including roof allotments. The installation of photovoltaics over green roofs is also possible as the shade will add variety to the environmental conditions. Where trees are planted it will be important that appropriate species are selected with the careful consideration of tree pits and surrounding public realm design.

4.5.14 Opportunities for the creation of green walls comprising climbing plants could be explored

in north and east facing walls to provide nectar sources for invertebrates and cover and night roosting sites for birds. Initiatives that link the provision of ecological enhancements with the public art strategy could also be explored.

- 4.5.15 A Phase 1 habitat and protected species survey should be undertaken to establish which habitats and species are likely to occur. Particular focus should be on the bat roost potential of any of the existing trees and buildings and invasive non-native species. This report would recommend if any further survey effort is required. BS42020 should be followed.
- 4.5.16 The detailed design proposals should take account of the objectives of the Cambridgeshire Green Infrastructure Strategy (2011), and the checklist in Natural England's Green Infrastructure Guidance.
- 4.5.17 The sustainable drainage design guide principles should be promoted to encourage the use of green, brown and biodiverse roofs.
- 4.5.18 Open spaces and gardens should include native and non-native species trees, shrubs and herbaceous plants to provide a wide range of nesting, roosting and foraging opportunities throughout the year. There is potential to engage new residents with information packs on wildlife gardening principles.
- 4.5.19 Residents and visitors will benefit from improved facilities for cycling and walking to the site,

and through the area to connect into the wider neighbourhoods and city centre.

### **Environmental health**

- 4.5.20 Future climate change as well as environmental health issues such as noise and air quality will also require early consideration as this may impact upon ventilation strategies for development proposals. Where natural ventilation is not possible, developers should prioritise low carbon approaches rather than resorting to mechanical cooling systems. In general, any schemes should seek early opportunities to engage with the Environmental Health team in relation to the following:
- Operational / existing noise impacts
  - Noise / vibration associated with demolition / construction
  - Air quality
  - Contamination
  - Odour control
  - Lighting
- 4.5.21 Any scheme should also assess the relationship between residential and non-residential uses against these considerations.
- 4.5.22 Any development will require a sustainable scheme for the disposal of uncontaminated surface water. All foul sewage shall be discharged to the public foul sewer with the prior approval of Anglian Water.

## 4.6 DELIVERY AND PHASING

### Planning obligations

4.6.1 The SPD has identified a need to improve a range of existing infrastructure in the SPD area. The following section outlines a broad strategy to inform S106 discussions for individual Planning Applications as they proceed in the SPD area so individual proposals can mitigate the impact of development, including cumulative impacts and improved infrastructure.

4.6.2 At present, there is no date scheduled for the introduction of a Community Infrastructure Levy (CIL). The strategy for infrastructure funding and delivery via S106 will need to be reviewed again during the formulation of the Cambridge Community Infrastructure Levy (CIL).

4.6.3 The policy framework for Planning Obligations is as follows:

- National Context
- CIL Regulations 2010 – introduced the three statutory tests against which all planning obligations requirements must be compliant, namely: necessary to make the development acceptable in planning terms; directly related to the development; fairly and reasonably related in scale and kind to the development.
- National Planning Policy Framework (NPPF) 2012.
- Local Context
- Cambridge Local Plan 2006.
- Emerging Cambridge Local Plan 2014 (specifically Policy 85: Infrastructure delivery, planning obligations and the Community Infrastructure Levy).

- Cambridge City Council Affordable Housing SPD 2008.
- Cambridge City Council Planning Obligations SPD 2010.
- Cambridge City Council Sustainable Design and Construction SPD 2007.
- Cambridgeshire Flood and Water (emerging SPD) 2016.
- Other topic-specific SPDs and guidance e.g. Public Art (2010), Open Space and Recreation Strategy 2010.

4.6.4 Planning Obligations via a Section 106 agreement will be needed to deliver infrastructure and to mitigate the impacts of development. The full list and scope of individual Planning Obligations requirements will be defined in detail through the consideration of individual planning applications and formulated in accordance with Policy 85 of the emerging Local Plan and the accompanying SPD. However, as highlighted throughout the SPD document, there are a range of likely planning obligations requirements that will be applicable to the majority of planning applications for redevelopment/changes of use of individual sites. In some instances there may be localised planning obligations requirements arising from the cumulative impacts of a number of individual developments and therefore where a number of smaller developments may be required to contribute into them, subject to compliance with the CIL regulations restrictions. See attached schedule of strategic planning obligations requirements. This is indicative at this early stage.



- 4.6.5 It is expected that S106 Obligations and financial contributions will be related to each individual development phase of the masterplan area such that infrastructure improvements and works are both necessary and reasonably related to the proposed development being carried out. This will also be related to the specific land use(s) proposed and the individual impacts.
- 4.6.6 Any residential development is likely to result in increased demands for community infrastructure such as public open space, sports, health and community facilities and additional school and nursery places. Some of these demands will be met on site and others via commuted sums to provide new or enhanced infrastructure off site.
- 4.6.7 The City Council will work together with Cambridgeshire County Council and other partner organisations to develop an appropriate strategy for the planning and commissioning of education provision across the City including the options for increasing capacity to meet the growth in demand from residential development that occurs.
- 4.6.8 It is also possible that transport improvements will be needed either on or off site. Such transport improvements and other necessary mitigation measures will need to be identified through the Transport Assessment process that will accompany any planning applications submitted to develop individual sites. Waste and recycling facilities may also need to be secured.
- 4.6.9 Financial contributions towards improvements to public realm and the provision of on-street servicing areas and other forms of external infrastructure should be related to the development phase that takes place either directly adjoining the street or in the immediate area. This will need to be defined in each individual Planning Application as it proceeds.
- 4.6.10 The City Council will work alongside landowners and other key stakeholders to bring forward additional development opportunities in the short and medium-term. It is vital to emphasise that the long-term strategy will allow for early, transformational stages of development to progress with minimal impact on the operation of the Grafton Centre which is currently subject to a major programme of ongoing investment and upgrades.

**Indicative planning obligations  
schedule**

<b>Category of development</b>	<b>Infrastructure Requirements</b>
Residential development	<p>Affordable Housing –on-site provision of 40% or more subject to viability; affordable housing tenure split to be agreed in detail but starting point will be the requirements set out in the City Council’s Affordable Housing SPD.</p> <p>Other requirements relative to number of units being proposed eg education, open space, community facilities, library and life long learning, transport and highways requirements.</p>
Student accommodation	Open space, transport and highways requirements as appropriate

All types of development	Public realm improvements -Fitzroy and Burleigh Street and East Road in particular, including resurfacing, improvements to street furniture, reduction in clutter
	Landscaping, trees and greening – all areas
	Pedestrian improvements – all areas but particularly Fitzroy and Burleigh Street and East Road
	Improved pedestrian connectivity particularly east west and north south and with surrounding green spaces
	Improved signage and way finding
	Active frontage strategy
	Public safety enhancements and improved lighting
	Bus interchange improvements
	Contributions to Greater Cambridge Partnership strategic transport projects as identified, in particular improvements to Newmarket Road and connectivity.
	Public transport strategy and improvements
	Other transport and highways improvements
	Car clubs
	Electric motor vehicle charging points
	Improved short and long term public cycle parking provision
	Sustainability and energy requirements including waste and recycling
Public art	
Other site specific requirements	To be identified through individual planning applications taking account of assessment of impacts

Issues such as timing of delivery, triggers and amount of financial contributions where applicable will be considered in respect of individual planning applications.

## APPENDIX A: GLOSSARY OF TERMS

- **Area of Major Change:** Parts of Cambridge where considerable change is anticipated at some stage during the life of the plan period (2014–2031). Any changes to these areas will be masterplanned.
- **Biodiversity:** The number and variety of plants and animals.
- **Buildings of Local Interest (BLI):** Buildings of local interest have been designated because of their architectural merit and, in some cases, their historical associations. The aim of the list is to safeguard the buildings and to ensure that repairs, alterations and extensions are sympathetic to their character. Cambridge has over 1,000 BLIs.
- **Built form:** Buildings and their structures.
- **Cambridge Local Plan 2014:** Provides the policies and proposals for accommodating future developments within Cambridge up until 2031. The plan sets out a number of detailed policies and allocations setting out how and where the Council would like future development to occur. One such draft policy relates to the Grafton Area of Major Change (Policy 12).
- **Character and Form:** A combination of: the layout of buildings and streets; the height and appearance of the buildings; the amount and distribution of open space; and the density of a development.
- **Comparison retail:** Retail items not bought on a frequent basis, for example televisions and white goods
- **Conservation Area:** Area identified by the City Council, which has 'special architectural or historic interest' which should be protected and enhanced. Conservation Areas are designated heritage assets which merit consideration in planning decisions.
- **Development principles:** A set of principles which underpin the redevelopment of the Grafton Area.
- **Density:** Density is a method of measuring the intensity of development within a specified area. Density is calculated by dividing the number of homes by the site area in hectares. The site area includes roads and open spaces.
- **Framework Plan:** A plan used to illustrate how the open space, routes and building frontages work together at the Grafton Area.
- **Gross External Area (GEA):** The whole area of a building taking each floor into account.
- **Gross Internal Area (GIA):** The whole enclosed area of a building within the external walls taking each floor into account and excluding the thickness of the external walls.
- **Habitats Regulation Assessment (HRA):** Habitats Regulations Assessments (HRA) are required under European Directive 92/43/EEC on the "conservation of natural habitats and wild fauna and flora for plans" that may have an impact of European (Natura 2000) Sites. A HRA is the assessment of the impacts of implementing a plan or policy on a Natura 2000 Site. Its purpose is to consider the impacts of a Local Plan document against the conservation objectives of a site.
- **Hectare:** An area of 10,000 square metres.
- **Heritage Assets:** A building, monument, site, place, area or landscape identified as having a degree of significance meriting consideration in planning decisions, because of its heritage interest. Heritage asset includes designated heritage assets and assets identified by the local planning authority (including local listing).
- **Legibility/Legible:** The degree to which a place can be easily understood and navigated.



- **Locally Listed Buildings:** Buildings that do not meet the national criteria for statutory listing, but are important either by themselves or as part of a group. These buildings of local interest have been designated because of their architectural merit and, in some cases, their historical associations. They may contribute to and help to define the character of the townscape of an area, or be significant in the historical and architectural development of the city. Many are 19th and 20th century buildings and some street furniture is also included.
- **Listed Building:** A building or structure of special architectural or historic interest and included in a list, approved by the Secretary of State. The owner must get Listed Building Consent to carry out alterations that would affect its character or its setting.
- **Local Plan:** Abbreviation used to describe the statutory plan adopted by the City Council.
- **Massing:** The combined effect of the arrangement, volume and shape of a building or group of elements. This is also called bulk.
- **Mitigation:** The purpose of mitigation is to avoid, reduce and where possible remedy or offset any significant negative (adverse) effects on the environment etc. arising from the proposed development.
- **Parking Standards:** Document setting out maximum permissible levels of car parking for various land uses, along with minimum levels of cycle parking.
- **Planning Applications:** There are two possible approaches for the submission of a planning application. An 'outline' application establishes the broad principles of a development and sets development parameters, with more detailed matters submitted later as 'Reserved Matters' applications. Alternatively, a 'full application' would provide all details of the proposed development at the outset.
- **Public Realm:** The areas of city or town (whether publicly or privately owned) that are available, without charge for everyone to use or see, including streets, parks and open spaces.
- **Planning and Development Brief:** A planning policy document to help guide the preparation and assessment of future planning applications for specific sites coming forward for redevelopment.
- **Sustainability Appraisal (SA):** Sustainability Appraisal (SA) is a compulsory requirement under the 2004 Planning and Compulsory Purchase Act and the 2001/42/EEC European Directive. A process used to appraise planning policy documents in order to promote sustainable development. Social, environmental and economic aspects are all taken into consideration.
- **Sustainable Development:** Sustainable Development is a broad term that encompasses many different aspects and issues from global to local level. Sustainable development can be described as 'Development, which meets the needs of the present without compromising the ability for the future generations to meet their own needs' (after the 1987 Report of the World Commission on Environment and Development – the Brundtland Commission).
- **Sustainable Drainage Strategy:** Sustainable drainage systems control and slow down surface water run off by mimicking natural drainage process in built-up areas. These systems include: areas for surface water storage; areas for water to infiltrate the ground slowly; and systems for limiting water flow.
- **Supplementary Planning Document (SPD):** SPDs were established as part of the Planning and Compulsory Purchase Act 2004 in United Kingdom law. They may cover a range of issues, be broadly thematic or site-specific. In the case of the Grafton Area, the SPD is site specific and provides guidance on matters of design, land use and the amount of development appropriate for the site.

## **APPENDIX B: RELEVANT CAMBRIDGE LOCAL PLAN POLICIES**

Policy 1 Presumption in favour of sustainable development

Policy 3 Spatial Strategy for the location of Residential Development

Policy 5 Strategic Transport Infrastructure

Policy 6 Hierarchy of centres and retail capacity

Policy 8 Setting of the city

Policy 12 Fitzroy/Burleigh Street / Grafton Area of Major Change

Policy 27 Site Specific Development Opportunities

Policy 28 Carbon reduction, community energy networks, sustainable design and construction, and water use

Policy 31 Integrated water management and the water cycle

Policy 32: Flood risk

Policy 34 Light Pollution Control

Policy 35 Protection of human health from noise and vibration

Policy 36 Air quality, odour and dust

Policy 45 Affordable Housing and dwelling mix

Policy 46 Development of student housing

Policy 50 Residential Space Standards

Policy 51 Accessible Homes

Policy 55 Responding to Context

Policy 56 Creating Successful Places  
Policy 57 Designing new buildings

Policy 58 Altering and extending existing buildings

Policy 59 Designing Landscape and the Public Realm

Policy 60 Tall Buildings and the Skyline in Cambridge

Policy 61 Conservation and enhancement of Cambridge's historic environment

Policy 62 Local heritage assets

Policy 64 Shopfronts, signage and shop security measures

Policy 68 Open Space and recreation provision through new development

Policy 70 Protection of priority species and habitats

Policy 71 Trees

Policy 80 Supporting Sustainable Access to Development

Policy 81 Mitigating the transport impact of development

Policy 82 Parking Management

Policy 85 Infrastructure delivery, planning obligations and the community infrastructure levy

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