



**Draft Grafton Area of Major Change - Masterplan and Guidance
Supplementary Planning Document**

SUSTAINABILITY APPRAISAL SCREENING REPORT

August 2017

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1. INTRODUCTION

- 1.1. Cambridge City Council as the Local Planning Authority has been working in partnership with local stakeholders to prepare a framework for change for the Fitzroy/Burleigh Street/Grafton Area of Major Change. This culminated in the development of the draft Grafton Area of Major Change – Masterplan and Framework Supplementary Planning Document (SPD) which is to be put before Councillor prior to consultation at Cambridge’s Development Plan Scrutiny Sub Committee on 12 September 2017.
- 1.2. The SPD provides a framework to help guide the preparation and assessment of future planning applications and development within the Grafton Area of Major Change (AoMC). The draft SPD has been prepared to support Policy 11: Fitzroy/Burleigh Street/Grafton Area of Major Change as set out in the Cambridge Local Plan 2014: Proposed Submission¹ (hereafter referred to as the Draft Cambridge Local Plan 2014) and the Schedules of Proposed Changes following Proposed Submission consultation.
- 1.3. Sustainability Appraisal (SA) is a mechanism for considering and communicating the likely effects of a plan, and alternatives, in terms of sustainability issues, with a view to avoiding and mitigating adverse effects and maximising the positives. The purpose of SA is to ensure that the potential sustainability effects of a plan are addressed through an assessment of the sustainability impacts of objectives, actions, policies, allocations and their alternatives at an early stage in plan preparation. It is a requirement that SA is undertaken in line with the procedures prescribed by the Environmental Assessment of Plans and Programmes Regulations 2004, which were prepared in order to transpose into national law the requirements of the EU Strategic Environment Assessment (SEA) Directive².
- 1.4. The Planning and Compulsory Purchase Act 2004 required that all Local Development Documents, including development plan documents (now local plans) and SPDs be subject to SA prior to publication. Alterations to Section 19(5) of the 2004 Act under the Planning Act 2008 removed the requirements for local planning authorities to produce an SA for SPDs. The rationale behind this is that SPDs do not provide any new policies or site allocations, but provide supplementary guidance relating to policies set out in overarching local plans that will have been subject to an SA incorporating the requirements of the SEA Directive. See section 2 below for the policy context for the draft Grafton Area of Major Change – Masterplan and Framework SPD.
- 1.5. However, an SPD may occasionally be found likely to give rise to significant effects which have not been formally assessed in the context of a higher-level planning document. Therefore, local planning authorities need to screen their SPDs to ensure that the legal requirements for SA are met where there are impacts that

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

² Directive 2001/42/EC

have not been covered in the appraisal of the parent plan or where an assessment is required by the SEA Directive.

- 1.6. Cambridge City Council do not consider that an SA/SEA is likely to be required for the purpose of the draft Grafton Area of Major Change – Masterplan and Framework SPD as outlined in this report, which sets out the assessment on which the Councils' screening opinion is based.

2. DRAFT GRAFTON AREA OF MAJOR CHANGE – MASTERPLAN AND FRAMEWORK SPD

- 2.1. The Grafton Area of Major Change (AoMC) is the proposed area referred to in Policy 11: Fitzroy/Burleigh Street/Grafton Area of Major Change (as amended) in the emerging Local Plan for Cambridge 2014. It is the primary focus for providing additional comparison retail in the City Centre, along with other mixed uses.
- 2.2. This area is supported as a location for expansion and/or redevelopment for retail and leisure use (A1, A2, A3, A4 and D2), with residential and student accommodation on upper floors. The evidence base suggests that up to 12,000 sq m of new comparison retail floorspace could be provided in the area although the precise quantum of net new retail floorspace and residential/student units will be subject to testing and demonstration through the development of a masterplan for the area.
- 2.3. The development brief being developed will guide the development of the site. The document includes the following key sections:
 - Introduction
 - Site and Context
 - Vision and Key Principles
 - Strategies for Change
- 2.4. The draft Grafton AoMC - Masterplan and Guidance SPD identifies three key objectives of the vision to achieve on the site:
 - Integration and permeability through better streets and spaces; proposals for the site will re-integrate with adjacent streets and establish a more sensitive response to the townscape beyond the SPD boundary.
 - A balanced and successful destination; proposals for the site will seek to create a positive and attractive environment to support the vitality and viability of the centre for retail and associated activity.
 - Flexibility and phasing; 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.
- 2.5. Policy 11: Fitzroy/Burleigh Street/Grafton Area of Major Change sets out the requirement of the Councils for a masterplan to ensure a comprehensive and coordinated approach, this masterplan will take the form of an SPD for the area.
- 2.6. The draft Grafton AoMC - Masterplan and Guidance SPD has now been developed in partnership with local stakeholders. The SPD provides a framework to help guide the preparation and assessment of future planning applications and development within the AoMC. Public consultation on the draft SPD will run from 9am on 25 September 2017 to 5pm on 6 November 2017.

3. STRATEGIC ENVIRONMENTAL ASSESSMENT

- 3.1 Firstly, the screening process must ascertain whether the draft Grafton Area of Major Change - Masterplan and Guidance SPD gives rise to significant environmental effects, using the criteria set out in Annex II of the SEA Directive and Schedule 1 of the Environmental Assessment of Plans and Programmes Regulations 2004.
- 3.2 Paragraph 10 of the SEA Directive only requires SEA for plans which 'determine the use of small areas at a local level' or which are 'minor modifications' to plans, when these are determined to be likely to cause significant environmental effects. Therefore, the criteria for determining the likely significance of effects as listed in Annex II of the SEA Directive and Schedule 1 of the Environmental Assessment of Plans and Programmes Regulations 2004 have been reviewed to determine whether the exception applies to the draft Grafton Area of Major Change - Masterplan and Guidance SPD.
- 3.3 Appendix 1 sets out the findings of this assessment, which clearly demonstrate that the draft SPD does not require an SEA, beyond that already undertaken for the draft SPD's parent policy contained within the appraisal of the draft Cambridge Local Plan 2014.

4. SUSTAINABILITY APPRAISAL

- 4.1 Government guidance³ suggests that where an authority has made a determination that a plan is unlikely to have any significant environmental effect, and is therefore exempt from the SEA Directive, it must consider whether there are likely to be any significant economic or social effects. As such, the second stage in the screening process considers whether the draft Grafton Area of Major Change - Masterplan and Guidance SPD gives rise to significant economic or social effects. If these have been formally assessed in the context of higher level policies or allocations in local plans, then it is unlikely that significant social and economic effects will arise as a result of the draft Grafton Area of Major Change - Masterplan and Guidance SPD.
- 4.2 The parent policy (Policy 11 of the draft Cambridge Local Plan 2014) of relevance to this SPD is contained in the draft Cambridge Local Plan 2014, which was appraised during its preparation and the appraisal results reported on⁴. The SA assessed the parent policy against a range of social, economic and environmental 'sustainability objectives' using a range of indicators to consider the contribution they made towards the achievement of various sustainability objectives.
- 4.3 In terms of the assessment of Policy 11, the main findings of the appraisals were as follows:

³ ODPM, Sustainability Appraisal of Regional Spatial Strategies and Local Development Documents, 2005.

⁴ Sustainability Appraisal of the Cambridge Local Plan 2014. Volume 1: Final Appraisal for Submission to the Secretary of State. March 2014

- Policy 11 notes that the precise quantum of development to take place in the area is to be subject to testing and demonstration through the development of a masterplan. This is likely to help provide flexibility to developers whilst ensuring that an optimum outcome is achieved. In addition, the policy calls for townscape and public realm improvements and a focus on providing access by sustainable modes of transport which should result in wider benefits. Given the varying quality of shops and the public realm in this area currently, this policy approach should result in positive effects.
- The assessment found the plan would have a positive effect on community and well-being as Policy 11 includes the expansion or redevelopment of retail or leisure uses in this area of major change.
- The assessment found the relevant city centre policies (including Policy 11) would support the following sustainability objectives: ensure the centre capitalises on the opportunities from growing business sectors; maintain and improve the quality of the centre as a place to live, work and spend leisure time, while ensuring a safe and welcoming environment; and ensure opportunities to reduce energy demand through renewable and low carbon technologies are maximised.
- The assessment noted how Cambridge City Centre is both historic yet modern, supporting a world famous university and a growing service and high tech economy. It is also a regional shopping destination and benefits from a high quality civic environment and open space provision. However, the centre faces a number of challenges and opportunities as a result of economic growth and an increasing and changing population.
- These challenges and opportunities include increased demand for City Centre office space; the need for improvement to retail and service offerings; and increased pressures on maintaining the high quality public realm resulting from rising resident and visitor numbers. There is also the need to improve connectivity between the city centre and key employment sites, and to take advantage of the opportunities for District Heating that the area presents.
- The assessment considered the balanced approach to growing business sectors and maintaining the quality of the centre and predicted these should have significant positive effects.

5. CONCLUSION

- 5.1 Policy 11: Fitzroy/Burleigh Street/Grafton Area of Major Change was developed as part of the process of developing the draft Cambridge Local Plan 2014. As such, has been subject to SA as part of the Local Plan's processes. The conclusion of this screening process is that as the draft Grafton AoMC - Masterplan and Guidance SPD works within the framework of Policy 11 in the Local Plan, it will not give rise to significant environmental effects not already considered in the SA.

- 5.2 The draft Grafton AoMC - Masterplan and Guidance SPD does not give rise to significant social and economic effects beyond those already identified as part of the appraisal of the parent policy contained within the draft Cambridge Local Plan 2014. As such it is not considered necessary to undertake a separate SA for this SPD.

Appendix 1: Screening in relation to Schedule 1 Criteria of the Strategic Environmental Assessment Directive

The characteristics of the Draft Grafton Area of Major Change – Masterplan and Framework SPD having regard to

<p>(1a) The degree to which the plan or programme sets a framework for projects and other activities, either with regard to the location, nature, size and operating conditions or by allocating resources.</p>	<p>The Fitzroy/Burleigh Street/Grafton Area of Major Change forms part of the process for the draft Cambridge Local Plan, which has been subject to SA incorporating the requirements of the SEA Directive. The draft Grafton AoMC - Masterplan and Guidance SPD provides a Vision and Key Principles for future development of the site, identifying the key objectives that new development should support, most notably improved integration with neighbouring streets to improve access, creating a successful 'destination' location and adopting a flexible approach to suit changing retail trends and needs. The draft SPD sets specific requirements in relation to the nature and scale of this development which are outlined in Policy 11: Fitzroy/Burleigh Street/Grafton Area of Major Change (as amended) subject to testing through the development of a masterplan for the area. The draft SPD articulates a range of potential new uses that could be incorporated into the site with further guidance on their location to form the basis of discussion for the submission of planning applications on the site consistent with policies in the draft Local Plan.</p> <p>The draft SPD also indicates where building heights could be increased including areas which will be subject to the draft Local Plan Policy 60: Tall buildings and the skyline in Cambridge as well as possible areas where building heights. These will form the basis of discussion for the submission of planning applications on the site consistent with policies in the draft Local Plan.</p> <p>Final decisions relating to land uses scale and massing and other issues will be determined through the development management process.</p>
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<p>(1b) The degree to which the plan or programme influences other plans and programmes including those in a hierarchy.</p>	<p>The draft Grafton AoMC - Masterplan and Guidance SPD sits at the bottom of the plan hierarchy and as such is influenced by plans higher up the hierarchy (e.g. the draft Cambridge Local Plan 2014), for which it provides additional guidance. While it will influence the development of planning applications, policies higher up in the plan hierarchy are the key determining factor for the development of the site.</p>
<p>(1c) The relevance of the plan or programme for the integration of environmental considerations in particular with a view to promoting sustainable development.</p>	<p>The draft SPD has relevance to the promotion of sustainable development as part of the development of the Grafton Area of Major Change site. Sitting alongside policies contained in the draft Cambridge Local Plan 2014, the SPD, once adopted, will help to ensure that any future development safeguards the architectural, urban, historic, cultural and archaeological importance of the site and surrounding area while providing an opportunity for positive change. Development of the site presents the opportunity to support and, where possible, enhance environmental sustainability including energy efficiency, ecology, biodiversity, health and wellbeing for those using and visiting the site. Overall, the draft SPD therefore contributes positively to the integration of environmental considerations.</p>
<p>(1d) Environmental problems relevant to the plan or programme; and</p>	<p>The Grafton AoMC is located within an AQMA. The promotion of sustainable modes of transport, and the proximity of the site to local services and facilities should help to tackle issues related to air quality and other environmental considerations. Other policies in the Cambridge Local Plan 2014, which have also been subject to SA, give consideration to Air Quality and the need to ensure that developments do not lead to significant adverse effects on health, the environment or amenity from polluting or malodorous emissions, and that there will not be any significant adverse effects from</p>

	<p>existing sources of poor air quality. The vision for the draft SPD includes the providing strategies that comply with the Council's Sustainable Design and Construction SPD. Such support and enhancement would be necessary to ensure future development proposals are acceptable in planning terms.</p>
<p>(1e) The relevance of the plan or programme for the implementation of Community legislation on the environment (for example, plans and programmes linked to waste management or water protection).</p>	<p>The draft SPD is not relevant to the implementation of Community legislation on the environment.</p>
<p>Characteristics of the effects and of the area likely to be affected, having regards, in particular to</p>	
<p>(2a) The probability, duration, frequency and reversibility of the effects.</p>	<p>The appraisal of the parent policy and location for which the draft Grafton AoMC - Masterplan and Guidance SPD provides guidance, considered the plan would have a positive effect on community and well-being as Policy 11 included the expansion or redevelopment of retail or leisure uses in this area of major change. Furthermore, the precise quantum of development to take place in the area is to be subject to testing and demonstration through the development of a masterplan. This is likely to help provide flexibility to developers whilst ensuring that an optimum outcome is achieved. The policy also calls for townscape and public realm improvements and a focus on providing access by sustainable modes of transport which should result in wider benefits. Given the varying quality of shops and the public realm in this area currently, this policy approach should result in positive effects.</p>
<p>(2b) The cumulative nature of the effects.</p>	<p>The appraisal of the parent policy and location for which the draft Grafton AoMC - Masterplan and Guidance SPD provides guidance did not consider that there would be any significant cumulative effects as a result of the proposed development.</p> <p>The assessment found the relevant city centre policies (including Policy 11) would</p>

	<p>support the following sustainability objectives: ensure the centre capitalises on the opportunities from growing business sectors; maintain and improve the quality of the centre as a place to live, work and spend leisure time, while ensuring a safe and welcoming environment; and ensure opportunities to reduce energy demand through renewable and low carbon technologies are maximised.</p>
<p>(2c) The trans-boundary nature of the effects.</p>	<p>The Grafton AoMC site area is located solely within the administrative boundary of Cambridge.</p>
<p>(2d) The risks to human health or the environment (for example, due to accidents)</p>	<p>The appraisal of the parent policy and Grafton AoMC site noted that development of the site would have a positive effect on community and well-being as Policy 11 includes the expansion or redevelopment of retail or leisure uses in this area of major change.</p> <p>The assessment found the relevant city centre policies (including Policy 11) would support the following sustainability objectives: ensure the centre capitalises on the opportunities from growing business sectors; maintain and improve the quality of the centre as a place to live, work and spend leisure time, while ensuring a safe and welcoming environment; and ensure opportunities to reduce energy demand through renewable and low carbon technologies are maximised.</p> <p>The SPD provides opportunities for the promotion of sustainable modes of transport, the location of the City Centre site can promote sustainable modes, and the creation of a low speed environment to give cyclists and pedestrians greater priority.</p> <p>Development of the site also presents the opportunity to enhance environmental</p>

	<p>sustainability including energy efficiency and enhanced health and wellbeing for those using and visiting the site. This includes measures to reduce air pollution, for example through the promotion of sustainable modes of transport.</p>
<p>(2e) The magnitude and spatial extent of the effects (geographical area and size of population likely to be affected);</p>	<p>The draft SPD is applicable to an area of 7.25 hectares. The site is located within the wider context of Cambridge, which has a population of 128,000 within an area of approximately 4,070 hectares.</p>
<p>(2f) The value and vulnerability of the area likely to be affected due to:</p> <ul style="list-style-type: none"> (i) Special natural characteristics or cultural heritage (ii) Exceeded environmental quality standards or limit values; or (iii) Intensive land-use 	<p>The appraisal noted how the City Centre is both historic yet modern, supporting a world famous university and a growing service and high tech economy. It is also a regional shopping destination and benefits from a high quality civic environment and open space provision. However, the centre faces a number of challenges and opportunities as a result of economic growth and an increasing and changing population.</p> <p>Policy 11 notes that the precise quantum of development to take place in the area is to be subject to testing and demonstration through the development of a masterplan.</p> <p>The Grafton AoMC is located within an AQMA. Development of the site will need to take full account of the sites location and could also present opportunities to reduce air pollution, for example through the promotion of sustainable modes of transport. Development of the site also presents the opportunity to enhance environmental sustainability including energy efficiency, increased ecology and biodiversity and improved drainage conditions. Other policies in the plan, which have also been subject to SA, give consideration to Air Quality and the need to ensure that developments do not lead to significant adverse effects on health, the environment or amenity from polluting or malodorous emissions, and that there will not be any significant adverse effects from existing sources of poor air quality.</p>

(2g) The effects on areas or landscapes which have a recognised national, Community or protection status.

The appraisal noted how the City Centre is both historic yet modern, supporting a world famous university and a growing service and high tech economy. It is also a regional shopping destination and benefits from a high quality civic environment and open space provision. However, the centre faces a number of challenges and opportunities as a result of economic growth and an increasing and changing population.

Policy 11 notes that the precise quantum of development to take place in the area is to be subject to testing and demonstration through the development of a masterplan. The draft SPD also indicates where building heights could be increased including areas which will be subject to the draft Local Plan Policy 60: Tall buildings and the skyline in Cambridge as well as possible areas where building heights. These will form the basis of discussion for the submission of planning applications on the site consistent with policies in the draft Local Plan.