

## SOUTH CAMBRIDGESHIRE DISTRICT COUNCIL

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**REPORT TO:** New Communities Portfolio Holder 25 January 2011

**AUTHOR/S:** Executive Director (Operational Services) / Corporate Manager (Planning and New Communities)

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### **Foodstore Provision In North West Cambridge – Analysis of Public Consultation Responses And Proposed Approach For Developing Informal Planning Policy Guidance**

#### **Purpose**

1. To consider the results of the public consultation and agree the approach to Informal Planning Policy Guidance regarding Foodstore Provision in North West Cambridge.
2. This is a key decision because:
  - It is likely to be significant in terms of its effects on communities living or working in an area of the District comprising two or more wards;
  - It raises new issues of policy, or is made in the course of developing proposals to amend the policy framework, or is a decision taken under powers delegated by the Council to amend an aspect of the policy framework.

It was first published in the July 2010 Forward Plan.

#### **Recommendations**

3. The Portfolio Holder is recommended:
  - (a) To note the representations summarised in Appendix B;
  - (b) To consider the content of the report attached at Appendix A 'Foodstore Provision in North West Cambridge - Analysis of Public Consultation Responses and Proposed Approach for Developing Informal Planning Policy Guidance' and approve the approach suggested in the conclusions for developing the Informal Planning Policy Guidance;
  - (c) To consider and agree as appropriate any changes in approach that may arise from the decision of Cambridge City Council's Executive Councillor following the meeting of the Development Plan Scrutiny Sub Committee on 18<sup>th</sup> January 2011.

#### **Executive Summary**

4. An Options Report on Foodstore Provision in North West Cambridge produced jointly with Cambridge City Council was approved for public consultation following the City Council's Development Plan Scrutiny Sub Committee and South Cambridgeshire's Portfolio Holder's Meeting both in July 2010. Public consultation took place for six weeks between 6th September and 18th October 2010. There was a good response from the public with 172 representations received and approximately 60 people attending a Drop-in Event held at Orchard Park Community Centre. A summary of all the representations can be found at Appendix B of this Report.

5. Officers analysed all the consultation responses and taking these into account, as well as the evidence base used to develop the Options Report, have put forward a proposed approach to developing Informal Planning Policy Guidance (IPPG) on foodstore provision in NW Cambridge. The analysis and recommendations are provided in the report at Appendix A of this Committee Report.
6. The proposed approach is to take forward Option B, two medium sized supermarkets of 2,000 sq m net floorspace, one in the Local Centre at the University site and one in the Local Centre at the NIAB site, and the small supermarket at the Orchard Park Local Centre. It is recommended that the majority of the floorspace of the medium sized supermarkets will be for the sale of food (in the order of 90 to 95%) with only a small amount of non-food. Developers will be required to demonstrate a mix of uses alongside the supermarkets to create vibrant and viable Local Centres. It is also recommended that early delivery of the Local Centres (and supermarkets) in all three developments should be sought to help deliver supporting infrastructure and assist community development early in the creation of the new communities, whilst making clear that delivery of any Local Centre should not be at the expense of delivery of the others in this part of Cambridge. The possibility of designing space for temporary markets in the Local Centres to sell local food produce will be explored. The IPPG will also provide guidance on what will be expected from the supermarkets and Local Centres in terms of design quality and sustainable design and construction.
7. The next step will be to develop the IPPG, following the approach approved by Members, to provide an up to date supplement to retail policies in existing plans and to help guide the future planning of the three sites in North West Cambridge; the University Site, NIAB sites and Orchard Park.

## **Background**

### **Development of Foodstore Options**

8. Large scale development is proposed in the North West (NW) quadrant of Cambridge at the University Site (covered by the North West Area Action Plan NW AAP, 2008), NIAB sites and Orchard Park. The amount of housing now proposed is nearly 2,000 greater than was originally envisaged when Cambridge City Council and South Cambridgeshire District Council were preparing their formal planning policy documents. In addition proposals for foodstore provision have emerged from discussions with the developers of the three sites. The Councils considered that they needed to jointly investigate the food retailing needs of this part of Cambridge further to ensure that both new and existing residents have adequate food retailing facilities available. The County Council have provided input with regards to transport matters.
9. The aim is to produce joint informal planning policy guidance (IPPG) on foodstore provision in NW Cambridge in order to provide an up to date supplement to retail policies in existing plans and help to guide the future planning of the three sites. The plan led system would normally require a revised statutory planning policy to be prepared where a new approach to development is proposed. However, in the context of current developer aspirations and the need to increase the overall supply of market and affordable housing in Cambridge, it is not practicable to follow this route because of the timeframe involved in preparing a DPD. Nor is it possible to prepare a Supplementary Planning Document because there are no statutory policies with which the proposed approach would be entirely consistent and which it could therefore supplement.

10. An Options Report was presented to the City Council's Development Plan Steering Group Committee on 13th July 2010, and South Cambridgeshire's New Communities Portfolio Holder Meeting also on 13th July. This set out four possible options for foodstore development in North West Cambridge:
- Option A - Planned Development Only i.e. local foodstores in each of the three Local Centres (this is the policy baseline situation, with the committed and pipeline floorspace and no further foodstore provision);
  - Option B – Two supermarkets of 2,000 sq m net floorspace (1,500 sq m net convenience), one at the University site and one at NIAB and the committed floorspace at Orchard Park;
  - Option C – One superstore of 3,500 sq m net floorspace (2,500 sq m net convenience), at the University site and the committed / pipeline floorspace at NIAB and Orchard Park;
  - Option D – One superstore of 3,500 sq m net floorspace (2,500 sq m net convenience), at the NIAB site and the committed / pipeline floorspace at the University Site and Orchard Park.
11. The Options were developed using evidence from a Supplementary Retail Study (SRS) (June 2010) carried out by Nathaniel Lichfield and Partners (NLP) and a Retail Transport Study (June 2010) carried out by Atkins. The Councils also carried out additional work relating to planning and design matters.

### **Public Consultation**

12. The Options Report was approved for public consultation. Consultation was carried out for a six week period between 6th September and 18th October 2010 and provided an opportunity to gain the views of the public on the four options and to ask if there were any other possible options.
13. The consultation involved writing to statutory and general consultees, a Public Notice in the Cambridge Evening News on 6th September 2010, an article in Cambridge Matters magazine, which is delivered to all households in Cambridge, and South Cambs Magazine, which is delivered to all households in South Cambridgeshire. The Options Report was available on both Councils' websites, at the City Council's Customer Service Centre, SCDC's offices, Cambridge City Library and libraries in NW Cambridge. Exhibitions were also provided at the City Council's Customer Access Centre, SCDC's offices and Orchard Park Community Centre for the six week consultation period. A Drop-in Event was held at Orchard Park Community Centre on the evening of 22nd September 2010. Approximately 60 people attended and officers were on hand to provide further information and answer questions.
14. In total 172 representations were received, of which 51 were objections, 50 supports and 71 comments. The representations were from 41 respondents, 25 of which were private individuals and 16 were organisations or groups. Summaries of all of the representations received are provided in Appendix B of this report.

### **Considerations - Proposed Approach to Developing IPPG**

15. The report provided at Appendix A of this Committee Report is an analysis of the consultation responses received, also taking into account the evidence from the Supplementary Retail Study, Transport Study and other evidence used in the development of the Options Report. It also provides recommendations on the

proposed approach for developing the Informal Planning Policy Guidance. These are as follows:

- Take forward Option B, two medium sized supermarkets of 2,000 sq m net floorspace, one in the Local Centre at the University site and one in the Local Centre at the NIAB site, and the small supermarket at the Orchard Park Local Centre.
- Provide floorspace figures just as net figures (ie the total sales area), but make it clear that the majority of the floorspace should be for convenience goods (in the order of 90 to 95%).
- Require that developers demonstrate that there will be a mix of uses with active frontages alongside the 2 medium and 1 small supermarkets in the Local Centres to help achieve vibrant and viable Local Centres.
- Do not include phasing which would hold back the development of one of the stores. Instead seek early delivery of the Local Centres (and supermarkets) in all three developments to help deliver supporting infrastructure and assist community development early in the creation of the new communities, whilst making clear that delivery of any Local Centre should not be at the expense of delivery of the others in this part of Cambridge.
- Include the possibility of designing space for temporary markets in the Local Centres to sell local food produce.
- Provide guidance on what will be expected from the supermarkets and the development of the Local Centres in terms of design quality and sustainable design and construction.

### Next Steps

16. Responses will be drafted to each individual representation, and the IPPG will be developed. The IPPG will subsequently be taken to respective City and SCDC Committees or Meetings for approval as a material consideration in planning decisions.

### Options

17. The consultation document sought views on 4 options for foodstore provision in NW Cambridge. The recommended preferred option is based on an assessment of the consultation responses as set out in Appendix A which concludes that Option B, two medium sized supermarkets of 2,000 sq m net floorspace, one in the Local Centre at the University site and one in the Local Centre at the NIAB site, and the small supermarket at the Orchard Park Local Centre, is the most appropriate approach taking account of all relevant factors.

### Implications

18.	Financial	Within existing budgets.
	Legal	None.
	Staffing	Can be accommodated within existing resources.
	Risk Management	No significant risks.
	Equality and Diversity	The Options Report has been subject to an Equality Impact Assessment (see Appendix E) and has been shown to have a neutral and / or positive impact on Equal Opportunities.
	Equality Impact Assessment completed	Yes
		Partial.

Climate Change	The Options Report supports sustainable development by proposing locational options for food store provision that reduce the need to travel outside the area to access food shopping and allow the use of sustainable transport to more local stores, and by recommending that a high degree of sustainable design and construction is sought.
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### Consultations

19. To support the development of the IPPG and this Options Report, two independent studies have been commissioned and carried out by consultants. These are a Supplementary Retail Study (SRS) (June 2010) carried out by Nathaniel Lichfield and Partners (NLP) and a Retail Transport Study (June 2010) carried out by Atkins. The recommendations of these studies were incorporated into the Options Report. The report was then subject to public consultation as detailed earlier in this report.

### Effect on Strategic Aims

20. **We are committed to being a listening Council, providing first class services accessible to all:** The consultation on the Options Report has enabled the Council to receive comments on the four options from local residents, land owners, developers, house builders, foodstore providers, other interested parties and the general public.
21. **We are committed to ensuring that South Cambridgeshire continues to be a safe and healthy place for you and your family:** Including foodstore provision in NW Cambridge will allow local residents to use sustainable methods of transport (including walking and cycling) to access their food retailing needs.
22. **We are committed to making South Cambridgeshire a place in which residents can feel proud to live:** Including food store provision in NW Cambridge will ensure that the development of the three sites (University site, NIAB sites and Orchard Park) includes a mix of services and facilities to allow the creation of sustainable communities.
23. **We are committed to assisting provision of local jobs for you and your family:** Including foodstore provision in NW Cambridge will provide jobs for local residents.
24. **We are committed to providing a voice for rural life:** The consultation on the Options Report has enabled the Council to receive comments on the four options from local residents, land owners, developers, house builders, foodstore providers, other interested parties and the general public.

### Appendices:

- Appendix A: Foodstore Provision in North West Cambridge - Analysis of Public Consultation Responses and Proposed Approach for Developing Informal Planning Policy Guidance
- Appendix B: Summary of Representations to the Options Report

**Background Papers:** the following background papers were used in the preparation of this report:

- Informal Planning Policy Guidance: Foodstore Provision in North West Cambridge – Options Report, September 2010
- North West Cambridge Supplementary Retail Study, February 2010, Nathaniel Lichfield and Partners

- North West Cambridge Retail Transport Study Final Report, June 2010
- North West Cambridge Area Action Plan, October 2009

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