

**Independent Examinations Cambridge City and South  
Cambridgeshire Local Plan - Matter 9 C - Areas of Major  
Change/Major Development Areas - Cambridge Northern Fringe East**

**M9/5290/21059**

**Brookgate (5290/21059)**

**March 2015**



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## 1 Matter 9C – Cambridge Northern Fringe East

### Introduction

- 1.1 This Statement has been prepared by Bidwells on behalf of Brookgate Land Limited ('Brookgate'). Brookgate are the development partner of Network Rail, D B Schenker, Freightliner and Lafarge Tarmac who collectively own 15.41 hectares of land within the CNFE as outlined in red on the plan attached at **Appendix 1**. Collectively these parties form the Chesterton Partnership.
- 1.2 Brookgate has adopted a collaborative approach to working with both Cambridge City Council and South Cambridgeshire District Council in seeking to bring forward an Area Action Plan (AAP) for the Cambridge Northern Fringe East (CNFE) area. Brookgate's intention is to bring forward a planning application for the part of the site within their control (hereafter referred to as Cambridge Park, CB4) alongside the AAP process in order to act as a catalyst for and first phase of the development of the wider CNFE.

### **Q1. Do Policy 14 and Policy SS/4 provide an appropriate/adequate context for the preparation of an Area Action Plan in terms of the detail included within the policy?**

- 1.3 Brookgate and their development partners within the Chesterton Partnership are generally supportive of these two Policies in principle and welcome the identification of the Cambridge Park, CB4 site, along with the wider CNFE (Figure 8 of SS/4 and Figure 3.3 of Policy 14) for mixed use development. However, it is considered that minor changes are required to the Policies to enable a more flexible and positive approach towards the redevelopment of land within the CNFE and to ensure the Policies are sound.
- 1.4 Brookgate considers that, in general, the policies provide an appropriate context for the preparation of an AAP for the CNFE. Policy 14 of the Cambridge City Local Plan 2014: Submission and Policy SS/4 of South Cambridgeshire District Council's Proposed Submission Local Plan seek to enable the creation of a revitalised employment focussed area as part of a high quality mixed-use employment led development. The policies do not stipulate the quantum of development or mix of uses to be secured and therefore are flexible in their aspirations with this detail to be explored further through the AAP process. We consider this is a sound approach.
- 1.5 Brookgate is currently working with both Cambridge City Council and South Cambridgeshire District Council to bring forward an AAP for the CNFE. It is Brookgate's intention that this joint working would enable a planning application for the part of the site around the New Station to be brought forward alongside the AAP process in order to act as a catalyst for the redevelopment of the AAP area.
- 1.6 However, Policy 14 of Cambridge City Council's Cambridge Local Plan 2014: Proposed Submission states that 'planning applications will only be considered when the Area Action Plan has been adopted'. Conversely, Policy SS/4 of South Cambridgeshire District Council's Submission Local Plan is more flexible in this regard and does not specifically restrict the consideration of planning applications until the formal adoption of the AAP.
- 1.7 Firstly, Brookgate considers that both policies should be consistent given the cross boundary nature of the site to provide clear guidance as to how any planning applications would be considered, particularly since any future applications may cross the authority boundaries.
- 1.8 Secondly, the negative and restrictive wording within Policy 14 of the Cambridge City Local Plan is contrary to the whole ethos of the NPPF which seeks to deliver sustainable development and economic growth. The current restriction would preclude any development within the CNFE until such time as the AAP had been adopted leaving the development of the entire site entirely beholden to the progress or otherwise of a process entirely beyond the control or influence of the landowners or their development partners, potentially sterilising the site for a number of years.

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- 1.9 This of particular concern since it leaves the prospect that any delays in the progression of the AAP will mean that development around the New Station could not be brought forward in a timely manner to secure an improved environment around the New Station as soon as possible after its projected opening in December 2016. This could undermine the use and success of the Station. Moreover, it is entirely unnecessary given that this is one of the most sustainable brownfield opportunity sites in Greater Cambridge, lies within the existing settlement boundaries and is an existing allocated site wherein development would otherwise be acceptable in principle.
- 1.10 It is also considered that the Policy or supporting text should specifically include wording which recognises the need for a phased redevelopment of the CNFE and identifies the potential for an early phase of development around the New Station to ensure that a more positive environment is created around this new transport interchange as soon as possible.
- 1.11 Given that the final part of both Policy 14 and SS/4 requires that proposals within the CNFE should ensure that due consideration has been given to safeguarding the appropriate future development of the wider site it is considered that appropriate safeguards are already incorporated within the policies to ensure that any early applications have due regard to such considerations and that the onus will be on the developer to demonstrate that any such proposals would not prejudice the wider CNFE in the interests of proper planning. The restriction on when an application could be even submitted in Policy 14 is therefore unnecessary in this context.
- 1.12 Consequently, this wording is contrary to the presumption in favour of sustainable development set out in paragraph 14 of the Framework along with paragraphs 6, 14, 15, 17, 19\*\*, 154, and 160 which all emphasise the need for Local Plan policies to positively encourage and deliver sustainable development and economic growth in particular and not to act as an impediment to sustainable growth. Such an approach is therefore clearly inconsistent with National Policy and is unsound.
- 1.13 Accordingly, the wording of Policy 14 should be amended to remove the wording precluding the submission of a planning application prior to the adoption of any AAP and to allow for the consideration of any planning application submitted prior to the formal adoption of the AAP to be considered on its merits.
- 1.14 This will allow an application for a comprehensive, mixed use re-development around the new station site to be brought forward as soon as possible, such that this can provide a first phase of development that can act as a catalyst for the successful re-development of the wider CNFE and ensure the regeneration of the CNFE can commence concurrently with the opening of the new Rail Station without prejudicing the development of the wider CNFE site.

### **Q2. Are the proposals for this location sound in terms of their reasonable prospect of their delivery within the Local Plan period?**

- 1.15 Brookgate considers that the proposals for the CNFE are sound in terms of the reasonable prospect of their delivery within the Local Plan period to 2031. Policy 14 of the Cambridge City Local Plan 2014: Submission and Policy SS/4 of South Cambridgeshire District Council's Proposed Submission Local Plan seek to enable the creation of a revitalised employment focussed area as part of a high quality mixed-use employment led development. The policies do not stipulate the quantum of development or mix of uses to be secured and therefore are flexible in their aspirations with this detail to be explored further through the AAP process.
- 1.16 In this regard, it is considered that development around the new station, including the emerging proposals for Chesterton Park, CB4 could act as a catalyst for phased redevelopment of the rest of the CNFE over the remainder of the Plan period.

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- 1.17 Whilst it is acknowledged that the CNFE has been identified for development within the current Local Plans, there have been a number of recent changes in circumstance and developments in the last 18 months which collectively demonstrate clear and tangible progress towards the successful regeneration of this key brownfield redevelopment opportunity site.
- 1.18 Firstly, in July 2014 planning permission was granted for the development of the proposed new Rail Station on land within the CNFE and including and adjacent to land controlled by Brookgate [Ref: S/1497/13/CM & C/05001/13/CC]. A plan of the proposals is enclosed at **Appendix 3**. Funding for the delivery of the New Station has been secured from the Department for Transport and site preparation work has now commenced on site with construction due to commence shortly. As a result, Network Rail is now actively working to deliver the proposals and it is currently expected that the New Station will open and become operational by December 2016, transforming the accessibility and profile of the site and acting as a catalyst for the regeneration of the wider CNFE.
- 1.19 In addition, planning permission was granted on 27 February 2015 for the reconfiguration of the Lafarge Tarmac Aggregate Plant and associated railheads within the CNFE. A plan illustrating the existing and proposed configuration of the Aggregate Plant and associated sidings is enclosed at **Appendix 4**. This will facilitate the re-location of the existing operational Freightliner siding under permitted development rights to free up land for development and also enable the delivery of both the new Rail Station and the redevelopment of the sidings as part of the Cambridge Park, CB4 proposals.
- 1.20 In addition to the new Rail Station, the CNFE site will also benefit from a number of other major Transport Infrastructure projects either currently under construction or with funding committed through the City Deal or other sources and due to be completed within the next six years including:
- the extension of Cambridgeshire Guided Busway (CGB) to the new Cambridge Railway Station;
  - provision of the Chisholm Trail linking the site via a dedicated cycle route to Cambridge City Centre and the existing mainline railway station;
  - Upgrading of the existing A14 including improvements to the A14 / A10 major grade separated junction serving the CNFE (opening proposed 2020);
  - Major improvements to the Milton Road corridor including high quality bus priority measures as part of the City Deal.
  - Upgrading the Cowley Road access into a wide Boulevard providing a gateway into the CNFE and the new Rail Station.
- 1.21 Collectively, these significant improvements to the connectivity of the area will transform the CNFE into a highly sustainable transport hub with excellent connections for cyclists and pedestrians in /out of the city, to the established Science Parks, the existing railway station and the Biomedical campus at Addenbrookes Hospital. These key developments constitute major milestones in helping to facilitate the wider redevelopment and regeneration of the CNFE.
- 1.22 Additionally, in 2014 Brookgate signed a Development Agreement with Network Rail, D B Schenker, Freightliner and Lafarge Tarmac in relation to 15.41 hectares of land within the CNFE area as outlined in blue on the plan attached at **Appendix 2** and forming the Cambridge Park, CB4 site. Collectively these parties form the 'Chesterton Partnership'. The Chesterton Partnership has the ability to deliver a comprehensively planned redevelopment of the largest brownfield site in Cambridge, without the involvement of multiple landowning parties.

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- 1.23 Brookgate has a track record in regenerating derelict and under-used land adjacent to existing train stations through its CB1 development adjacent to Cambridge Rail Station with its development partner Network Rail. This is transforming the area into a modern, vibrant and dynamic new City Quarter through a mixed-use employment led development and follows the allocation of the site in the 2006 Cambridge Local Plan. This process has resulted in a close and constructive working relationship being developed with the City Council, County Council, Network Rail and DB Schenker, bringing further confidence in Brookgate's ability to deliver development at Cambridge Park, CB4.
- 1.24 Brookgate's vision is to transform the Cambridge Park, CB4 site in the same manner utilising its established relationships with Network Rail, Cambridgeshire County Council and Cambridge City Council. **Appendix 5** includes the current working masterplan and demonstrates how the proposal will sit alongside the new Rail Station. **Appendix 6** 'CNFE Re-development Option 2a' is Brookgate's preferred option for the re-development of the CNFE.
- 1.25 The AAP process for the CNFE is now progressing with the Issues and Options consultation having taken place earlier this year. This set out a number of options for the redevelopment of the site with the scale and nature of development varying according to the amount of land that is ultimately available for redevelopment. Brookgate's Option 2a along with Options 1 and 2 within the Council's CNFE AAP Issues and Options Report (REF) demonstrate clearly that a significant amount of development (circa 200,000 sq. m of employment uses) can come forward regardless of whether the Water Recycling Centre (WRC) comes forward for development during the Plan period, without prejudicing further development should the WRC be subsequently upgraded and reduced in size or relocated entirely. It is therefore clear that the policy aims of both Council's Local Plans and the joint AAP can be met and proposals for the CNFE can be delivered within the Local Plan period.
- 1.26 The levels of odour from the WRC have been assessed as part of the Options report for the AAP and conclude that odour levels are suitable for commercial development outside the WRC curtilage. The WRC is currently undergoing major infrastructure improvements which should further reduce the levels of odour in the areas surrounding the WRC, enabling greater flexibility in the mix of land uses for the CNFE.
- 1.27 Brookgate has sought to develop a collaborative approach to working with both Cambridge City Council and South Cambridgeshire District Council. Regular monthly meetings are taking place between Brookgate, Cambridge City and South Cambridgeshire District Councils, Cambridgeshire County Council (Highway Authority) and Network Rail to discuss the requirements for CNFE AAP, to actively facilitate the delivery of the re-development proposals around the station and to consider how the proposals will relate to the wider CNFE redevelopment opportunities.
- 1.28 The Chesterton Partnership are committed to delivering the re-development around the New Rail Station and have the capability to do so, with a proven track record in delivering brownfield sites of this nature. Brookgate considers that the proposals for the CNFE are sound and the delivery of both the New Station and the redevelopment around the station site as the first phase will act as the catalyst to deliver the regeneration of the wider CNFE.

### **Q3. Should consideration be given to the allocation of a measure of residential/student accommodation in this location given the proximity of the new railway station?**

- 1.29 Brookgate considers that the Policies for the CNFE should allow for the provision of residential and/or student accommodation within the CNFE. The CNFE area is located in a highly sustainable location accessible by a range of modes of transport. It is located within walking distance of the Cambridge Guided Bus stop at Cambridge Science Park along with a number of other bus stops in Milton Road and Cowley Road itself and is within approximately 15 minutes cycling distance of the City Centre, with a number of cycle routes located in close proximity to the site in addition to a network of footpaths.

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- 1.30 Furthermore, the accessibility of the CNFE area is due to be transformed following the opening of the new Rail Station in 2016. Not only will this provide the site with access to a frequent and dedicated rail service, but this will also result in the Cambridge Guided Bus being extended to serve the Station and CNFE area. Similarly, new cycle and pedestrian routes will be created including the construction of the Chisholm Trail, providing a direct walking and cycling route to Cambridge Rail Station and the City Centre and ensuring the CNFE area is a multi-modal location.
- 1.31 The levels of odour from the WRC have been assessed as part of the options report for the AAP and conclude that odour levels are acceptable for residential uses for a significant proportion of the CNFE site including the area around the New Station. The WRC is currently undergoing major infrastructure improvements which should further reduce the levels of odour in the areas surrounding the WRC, enabling greater flexibility in the mix of land uses for the CNFE. In any event, odour assessments will be provided with any planning application to further demonstrate that any odour impacts are within acceptable limits.
- 1.32 The inclusion of an element of residential and/or student accommodation within the site would help to engender a balanced mix of land uses that make best use of this highly sustainable location and facilitate sustainable urban living in accordance with the Council's proposed vision and objectives for the CNFE area. Ultimately, the final mix and quantum of uses should be tested and defined more clearly through the AAP process. However, the overarching policies within the Local Plan should be flexible and allow rather than preclude such uses.

### **Q4. Would the existing mineral waste operations be prejudiced by the proposal mixed-use development or vice-versa?**

- 1.33 No. Any issues associated with the relationship between the mineral waste operation and potential new development can be addressed through the AAP and associated masterplanning process to ensure that appropriate land uses are provided adjoining the minerals processing activities and by ensuring necessary measures are put in place to mitigate any impacts. It is also important to note that the context to this has changed through the provisions associated with planning permission S/0467/13/CM for the reconfiguration and consolidation of the existing minerals processing and transfer operation (See **Appendix 4**) should ensure it has less impact on adjoining land uses.

### **Q5. Has sufficient land been included in order to accommodate the infrastructure improvements necessary to facilitate the proposed uses on the site?**

- 1.34 Subject to our comments on Q6 below, Brookgate considers that sufficient land has been included in order to accommodate the infrastructure improvements necessary to facilitate the proposed uses on the site. Off-site highway works will be required, in particular improvements to Milton Road. There are mechanisms in place to facilitate the delivery of these and the land included within the CNFE area is sufficient.

### **Q6. Should the triangular parcel of land to the south of Chesterton Sidings be included within the AoMC.**

- 1.35 Yes. Brookgate considers that that this triangular area of land should be included within the CNFE area as it would help to facilitate a pedestrian/cycle access for CNFE as part of the Chisholm Trail and ensure a more comprehensive boundary for the AoMC and associated AAP.

### **Q7. Should the Nuffield Allotments and the adjoining nature reserve be excluded from the AoMC?**

- 1.36 No comment.

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**Q8. Would the matters relating to the operations referred to in paragraph 3.31 of the supporting text to Policy SS/4 be more appropriately dealt with through the County Council's Minerals and Waste Plan rather than an Area Action Plan?**

1.37 No comment.

**Q9. Will there be a single joint Area Action Plan adopted by both Councils?**

1.38 Yes. The CNFE area sits within both Council's area of authority and a single joint AAP is essential to ensure joined up thinking, joint working and the successful and efficient delivery of the regeneration of the site.

[2,980 words]



# Appendices



# Appendix 1

Cambridge Park, CB4 Site Plan

# CB4, Cambridge



**BIDWELLS**

Trumpington Road, Cambridge CB2 9LD

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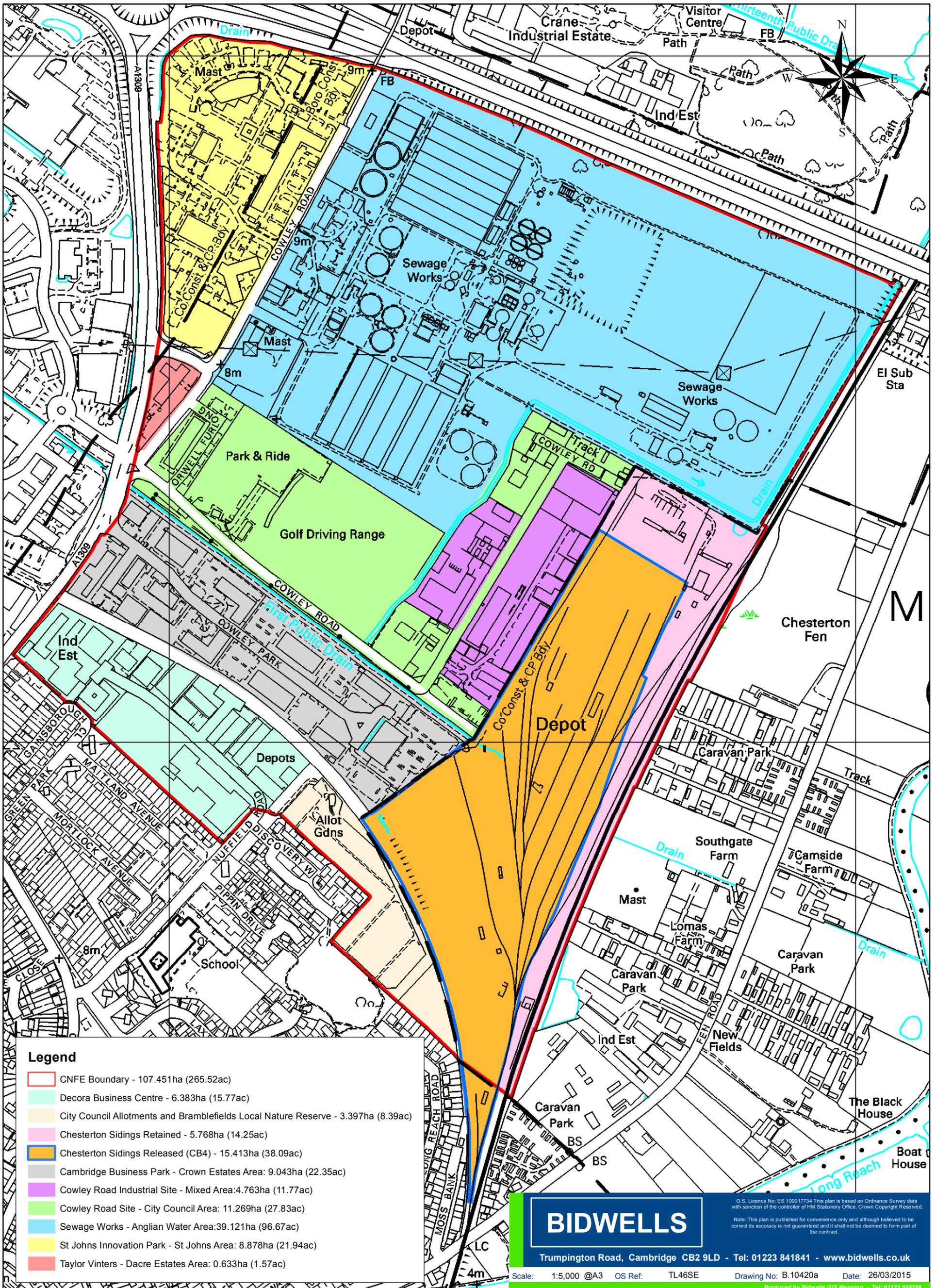
Scale: 1:2,500 @A2 O.S. Ref: TL45NE Drawing No: C.1607m Date: 26/03/2014



# Appendix 2

Cambridge Northern Fringe East – Land Ownership Plan

# Cambridge Northern Fringe East - Land Ownership Plan





# Appendix 3

Proposed New Rail Station





# Appendix 4

**Existing and Proposed Aggregate Plant and Associated Sidings**

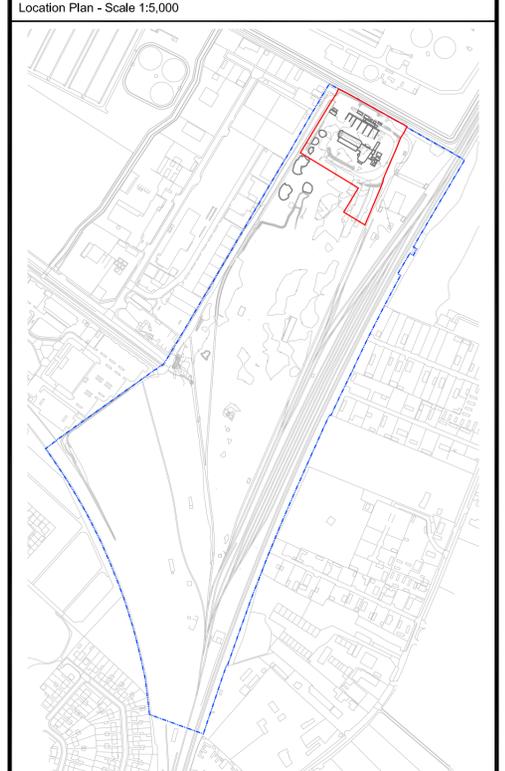


**Notes**

1. Do not scale from this drawing.
2. All dimensions are in metres unless otherwise shown. All levels are in metres above Ordnance Datum (AOD). All dimensions & levels should be checked on site.
3. Any drawing errors or discrepancies should be brought to the attention of Mott MacDonald at the address shown in the title block.

**Key to symbols**

- - - - - Extent of Network Rail Land
- Extent of Planning Application
- Extent of Lafarge Asphalt Site



**Reference drawings**

P2	30.10.13	PHS	Updated following comment.	WS	AMR
P1	16.10.13	LWR	Preliminary Issue.	-	-
Rev	Date	Drawn	Description	Ch'k'd	App'd

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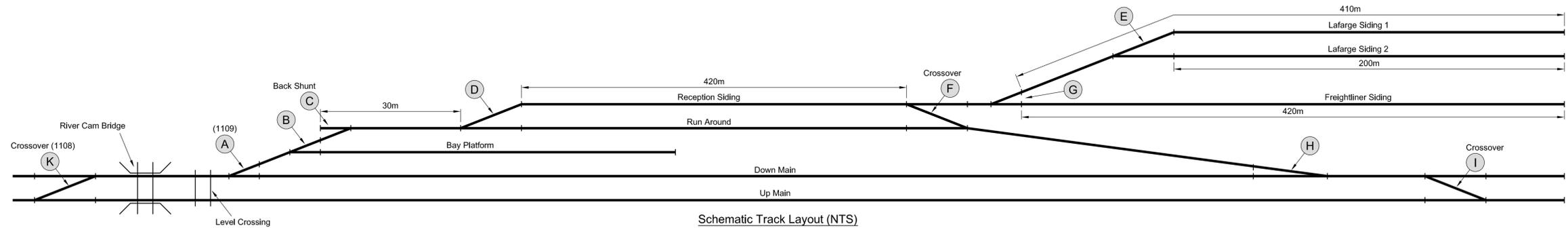
**Title**  
Chesterton Sidings  
Lafarge Asphalt Site  
Planning Drawing (Red Line Boundary)

Designed	W.Salter	WS	Eng check	A.M.Rawlings	AMR
Drawn	L.W.Russell	LWR	Coordination	A.M.Rawlings	AMR
Dwg check	W.Salter	WS	Approved	A.M.Rawlings	AMR
Scale at A1	Status		Rev		
<b>1:500</b>	<b>PRE</b>		<b>P2</b>		

**Drawing Number**  
MMD-318305-C-DR-00-XX-1010

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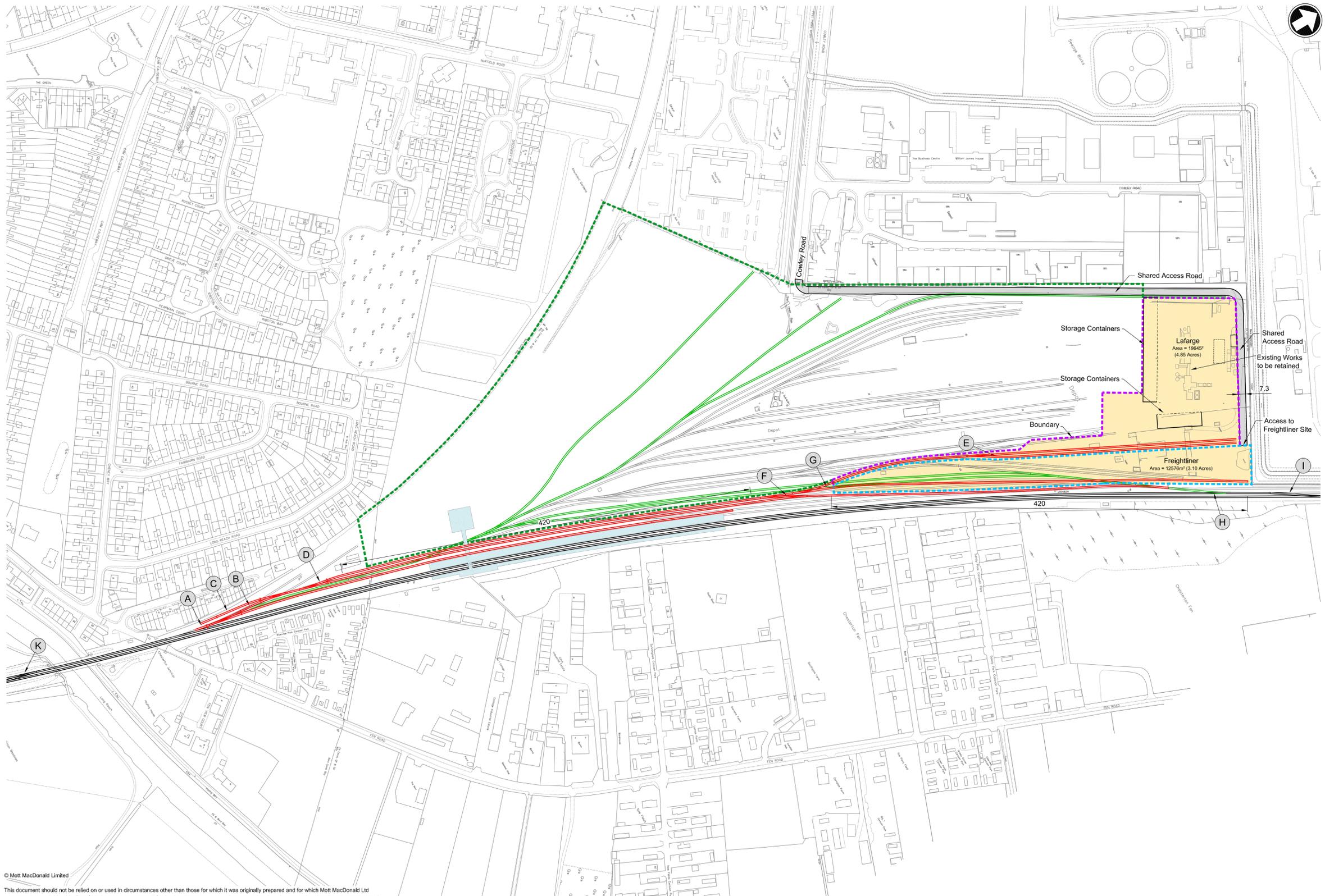


- Notes**
1. Do not scale from this drawing.
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  4. This drawing is for discussion only.

**Key to symbols**

- Existing Tracks
- Proposed Sidings
- Operational Sidings (To be removed)
- Disused Tracks (To be removed)
- Access Road
- Materials Storage Area
- GTR3 Proposed Station
- Proposed Masterplan Site Boundary
- Proposed Lafarge Site Boundary
- Proposed Freightliner Site Boundary

**Reference drawings**



Rev	Date	Drawn	Description	Ch'k'd	App'd
P2	31.10.13	LWR	Lafarge Site layout revised.	AMR	AMR
P1	25.09.13	LWR	Preliminary Issue.	-	-

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**Title**  
Chesterton Sidings  
Lafarge and Freightliner  
Sidings Layout

Designed	A.M.Rawlings	AMR	Eng check		
Drawn	L.W.Russell	LWR	Coordination		
Dwg check	A.M.Rawlings	AMR	Approved	A.M.Rawlings	AMR
Scale at A1	1:2000	PRE	Rev	P2	

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# Appendix 5

CB4 Working Masterplan



**Draft for information**

# D7000H rev01 - Masterplan

24 September 2014

Scale 1:2000 at A3; 1:1000 at A1

Formation Architects



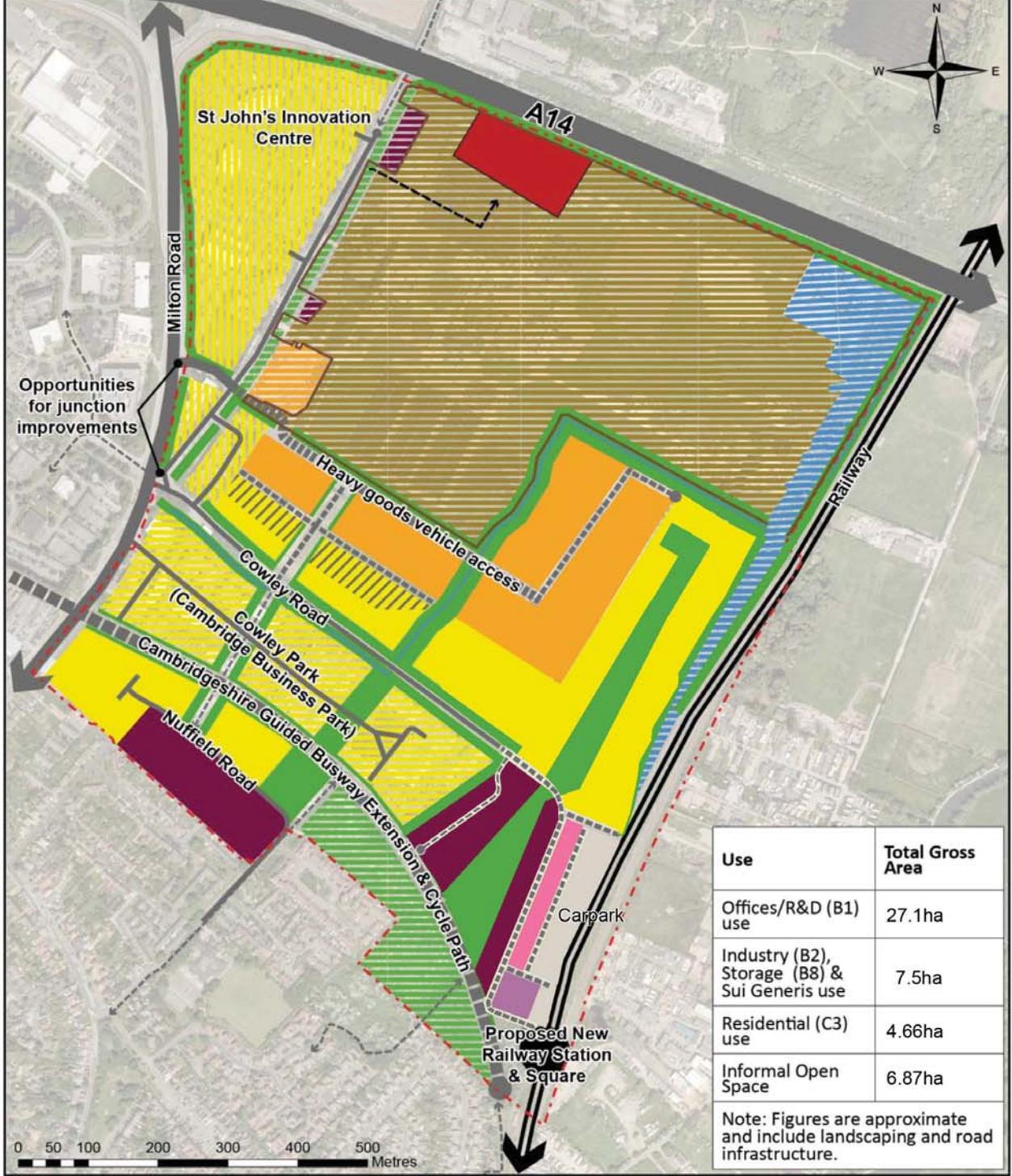
BROOKGATE



# Appendix 6

CNFE Re-development Option 2a

# Redevelopment Option 2a: Medium Level of Development



Use	Total Gross Area
Offices/R&D (B1) use	27.1ha
Industry (B2), Storage (B8) & Sui Generis use	7.5ha
Residential (C3) use	4.66ha
Informal Open Space	6.87ha

Note: Figures are approximate and include landscaping and road infrastructure.

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- Cambridge Northern Fringe East Area Action Plan Boundary
- Existing Industry (B2), Storage (B8) & Sui-Generis uses
- Proposed roads
- Proposed Industry (B2), Storage (B8) & Sui-Generis uses<sup>1</sup>
- Cycle/pedestrian routes
- Proposed Hotel (C1) use
- Boundary of existing Water Recycling Centre
- Existing Offices/R&D (B1) use
- Proposed Student Housing (C2) use OR Residential (C3)
- Reconfigured aggregates railhead & sidings
- Existing Offices/R&D (B1) use with potential for plot intensification
- Existing Residential (C3) use
- Protected Open Space/City Wildlife Sites
- Proposed Offices/R&D (B1) use
- Proposed Residential (C3) use
- Landscape and Open Space
- Offices/R&D (B1) use car parking area only
- Relocated Concrete Batching Plant
- First Public Drain Watercourse
- Local Centre
- Indicative location for Household Waste Recycling Centre and inert recycling facility<sup>2</sup>

<sup>1</sup> Could include the relocation of the Bus Depot and Veolia Waste Transfer site and relocated B2, B8 and Sui Generis uses.  
<sup>2</sup> Could also be located on B2, B8 & Sui-Generis land in the vicinity of Cowley Road.

OPTION 2a – MEDIUM LEVEL OF REDEVELOPMENT	
<p><b>Slightly more comprehensive regeneration still focused on areas of more easily available land. Residential development and local centre near station. Intensification and redevelopment of existing developed areas, creating more employment development opportunities. Would support early delivery, but less comprehensive development than other options.</b></p> <p>As option 1, but:</p> <ul style="list-style-type: none"> <li>• Station car park relocated with potential for multi-storey, to free up space for development</li> <li>• High density residential development near the new Station</li> <li>• More substantial local centre around a new station square, providing a greater range of shops and services</li> <li>• Further improved cycle and pedestrian links through the area, linking Nuffield Road to Cowley Road</li> <li>• Creation of a Green Corridor of open space crossing the site</li> <li>• Intensification of development of existing industrial / office areas to make best use of these areas</li> <li>• New heavy goods vehicle route to serve industrial / storage areas north of Cowley Road</li> <li>• Redevelopment of Nuffield Road Industrial Estate for offices / residential</li> </ul>	
<p style="text-align: center;"><b>LAND USE/COMMUNITY</b></p> <p>Positive</p> <ul style="list-style-type: none"> <li>• Provides more land for additional Office /R&amp;D uses</li> <li>• Residential uses, a larger local centre and new public open spaces create a more balanced neighbourhood, and activity at different times of the day</li> <li>• Intensification makes best use of land whilst maintaining existing buildings and businesses</li> </ul> <p>Negative</p> <ul style="list-style-type: none"> <li>• Need to relocate larger number of existing employment uses, particularly from Nuffield Road</li> <li>• Overall reduction in land area for Industry / Warehousing</li> <li>• Water Recycling Centre constrains more comprehensive redevelopment</li> </ul>	<p style="text-align: center;"><b>MOVEMENT/TRANSPORTATION</b></p> <p>Positive</p> <ul style="list-style-type: none"> <li>• Dedicated heavy goods vehicle route separates lorries from traffic going to the Station</li> <li>• Further improves the approach to proposed new Railway Station</li> <li>• Better movement across the area for cyclists / pedestrians</li> </ul> <p>Negative</p> <ul style="list-style-type: none"> <li>• Potential traffic impact on Milton Road and existing junctions due to amount of development</li> </ul>
<p style="text-align: center;"><b>ENVIRONMENT/OPEN SPACE</b></p> <p>Positive</p> <ul style="list-style-type: none"> <li>• Further enhances ‘green’ boulevard to the new Station</li> <li>• Significant new open space at the heart of the area</li> <li>• Improves connections between green areas and wildlife sites</li> <li>• Improved setting and approach to Cambridge</li> </ul> <p>Negative</p> <ul style="list-style-type: none"> <li>• Residential uses require noise mitigation</li> </ul>	<p style="text-align: center;"><b>BUILT FORM</b></p> <p>Positive</p> <ul style="list-style-type: none"> <li>• Potential to create activity and development fronting onto key routes</li> </ul> <p>Negative</p> <ul style="list-style-type: none"> <li>• Visual impact of potential multi-storey car park on edge of the development will need to be considered</li> </ul>
<p><b>DELIVERY OF VISION</b></p> <p>Positive</p> <ul style="list-style-type: none"> <li>• More land interests and greater complexity of development, but still potential for early delivery</li> </ul> <p>Negative</p> <ul style="list-style-type: none"> <li>• Relocation of businesses affected by loss of industrial land</li> <li>• Cost of multi-storey car park to replace surface car parking at the station</li> <li>• Will not deliver such a major regeneration or vision for wider area</li> </ul>	
<p><b>ESTIMATED OUTPUTS</b></p> <p>Offices/R&amp;D:+10.0hectares (+232,600 m<sup>2</sup> and up to 19,500 jobs);                      Industry/Storage: -8.2 hectares net;                      Residential +4.3 hectares (850 dwellings near Station, 140 Dwellings at Nuffield Road);                      New Informal open space:+6.36hectares</p>	

# BIDWELLS

