

**WATERBEACH BARRACKS – COUNTY COUNCIL RESPONSE TO PLANNING APPLICATION**

*To:* **Economy and Environment Committee**

*Meeting Date:* **13th July 2017**

*From:* **Executive Director – Economy, Transport and Environment**

*Electoral division(s):* **Waterbeach**

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

*Purpose:* **To consider the draft response to the Waterbeach outline planning application (S/0559/17/OL) and approve the County Council's formal response prior to determination of the planning application by South Cambridgeshire District Council.**

*Recommendation:* **The Committee is requested to:**

- a) Approve the response on the outline planning application;**
- b) Delegate to the Executive Director (Economy, Transport and the Environment) in consultation with the Chairman and Vice Chairman of the Committee the authority to make minor changes to the response; and**
- c) Note the emerging draft S106 Heads of Terms and that these will be brought to Committee for consideration at a future date.**

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## **1. BACKGROUND**

- 1.1 Waterbeach is a fen-edge village situated approximately 10km north of Cambridge, within the administrative district of South Cambridgeshire. The village has grown over time to be home to over 5,000 residents today, served by a range of community facilities including a primary school, library and local shops as well as a railway station and links to the strategic highway network.
- 1.2 In 1940, the Royal Air Force opened a station/base on the northern edge of the village, which included runways, aircraft hangers and support infrastructure which in subsequent years served both Bomber and Fighter Commands. After cessation of the Second World War, the site eventually passed to the Royal Engineers in 1966 for use as a barracks. The barracks closed in 2013.

### **Policy Framework**

- 1.3 The emerging South Cambridgeshire Local Plan allocates three new strategic scale residential led development sites at Waterbeach (8,000 to 9,000 dwellings), Bourn Airfield (3,500) and Cambourne West (1,200). More specifically for Waterbeach new town, Policy SS/5 sets out the policy requirements to be included in the planning application, including:
- Provision of community facilities, including primary and secondary education;
  - Access from the existing village for pedestrians and cyclists whilst avoiding a direct vehicular route;
  - High quality transport links to Cambridge including a new railway station, park and ride and segregated busway and cycleways; and
  - Increased capacity on the A10 corridor.
- 1.4 The allocation is controlled by two parties. Urban and Civic (for the Ministry of Defence - MoD) control the former Barracks and approximately 60% of the site. RLW (for other landowners) control the eastern part of the site comprising approximately 40%, and located on agricultural land beyond the airfield.
- 1.5 In addition to the general principles set out in the Local Plan, South Cambridgeshire District Council is also preparing a Supplementary Planning Document (SPD) to add further detail to the local plan policies. This will be an important document as it provides greater clarity on key strategic issues such as transport, education, phasing and delivery. This will address issues that cut across the interface between the two sites such as movement networks, strategic open space, access to the railway and secondary education. The SPD is currently in preparation and a draft will be published for consultation later in the year. It will be necessary for the current application to conform to the SPD.
- 1.6 Finally, the County Council with its partners have commissioned a study to examine the implications of growth in the sub-region on the A10 Corridor. This will evaluate the impacts on the corridor and considering multi modal solutions to enable growth to take place. The outputs from this study, which is expected in July, will be critical to developing mitigations at Waterbeach, and the County Council's response to the planning applications and SPD consultation.

## Waterbeach Barracks - Outline Planning Application

- 1.7 It is anticipated that the new town will come forward under two separate planning applications. Urban and Civic (the selected development partner of the MoD) has submitted the planning application which is the subject of this report, with a further application by RLW Estates expected later in 2017.
- 1.8 Following pre-application discussions between the local authorities and Urban and Civic, a planning application was duly submitted by the applicant in March 2017. Table 1 summarises the key elements of the application.

*Table 1: Summary of Proposed Land Uses*

Land Use	Quantity <sup>1</sup>
Dwellings	6,500 units
Retail	16,500sqm
Employment	15,000sqm
Community uses (community centres, library, health care, nurseries, places of worship, museum etc.)	9,000sqm
Hotel	4,000sqm
Health and fitness, cultural and recreational	7,000sqm
Primary schools	3 x 3FE (plus reserve land)
Secondary school	1 x 8FE (plus reserve land)
Open spaces (including formal and informal areas, parks, multi-use games, skate parks)	-
Access roads, including two access points from the A10	-
Pedestrian, cycle and vehicle routes	-
Park and ride	-
Energy centres	2
Community waste management centres	-
Drainage works including SuDs	-

- 1.9 The location plan for the application on the barracks and airfield site is in Appendix 1.
- 1.10 The full application and supporting documents can be found on the South Cambridgeshire website at this link - [S/0559/17/OL](#).

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<sup>1</sup> Where the quantity of land use has not been specified in the application it will be necessary to ensure that final plans meet the relevant policy, regulatory and technical requirements.

- 1.11 This report considers the draft response to the planning application with regard to the acceptability of the development proposals as they primarily affect County Council infrastructure and services, including the mitigation measures proposed and the emerging s106 draft Heads of Terms. Draft comments have already been shared with South Cambridgeshire District Council (SCDC) officers, and draft transport comments with the applicant, to ensure the pace of consultation is not delayed by committee consideration. These have been issued on a without prejudice basis pending the consideration of the application by this committee.
- 1.12 It is envisaged that SCDC will take the planning application to their planning committee towards the end of 2017.

## 2. MAIN ISSUES

- 2.1 Since early 2016, officers have engaged with the applicant in pre-application discussions to help shape the planning application in terms of the scope of work necessary to enable the Council to assess the merits of the development when the planning application comes forward. Together with SCDC officers, there has been a collaborative approach to support the principle of housing-led growth on this allocated development site.
- 2.2 Following assessment by officers the application is broadly consistent with the emerging local plan policy, however there are a number of issues relating to strategic cross-site matters that need resolving either through the SPD or the respective planning applications. In respect to the current application there are gaps in some of the information provided or further clarifications are required before officers are able to fully support the planning application. Therefore, to protect the Council's position, holding objections in relation to some matters are deemed necessary.
- 2.3 The full technical response is in Appendix 2 and a summary of the key issues raised is provided in the table below.

*Table 2: Summary of Key Issues*

Service	Key Comments
Education	<p>Objection – insufficient provision (land + contribution) identified for Special Education Needs (SEN) or Post-16; Building Research Establishment Environmental Assessment Method (BREEAM) requirement exceeds policy position. Secondary school provision (single site) not sufficient to meet needs of the area.</p> <p>Support – The application parameter plans show the general location of the primary and secondary school which at present broadly conform to the County Council's requirements. These locations will be confirmed as part of the detailed planning stages and following further consultation with the County Council.</p>
Floods and Water	Object – concerns relating to discharge rates, climate change allowance, existing barrack drainage, and water quality treatment.

<b>Service</b>	<b>Key Comments</b>
Waste Management	Support in principle, subject to detailed matters and planning condition.
Energy	Clarifications required in relation to fuel uses.
Sand and Gravel	Planning condition required.
Highways	Object on highway safety grounds.
Library	Support subject to s106 agreement.
Transport Assessment	Holding objection - insufficient evidence to determine impact on road network. Robust, tested and costed mitigation package not yet provided.
Public Health	Holding objection until further information submitted and approved in relation to health Impact Assessment.
Ecology	Objection – until application demonstrates appropriate mitigation
Archaeology	Planning conditions required
Legal Obligations	Approach noted – subject to further negotiation

## **Education**

- 2.4 Officers and the applicant are broadly in agreement on the quantum of children expected to require educating from this development. This will be provided through three new 3 Forms of Entry primary schools (630 places), with early year's provision, and one or potentially two secondary schools. The proposed locations of the primary schools are considered acceptable, whilst the secondary school site needs to allow flexibility to meet the wider needs of the whole allocation.
- 2.5 The applicant has offered financial contributions towards SEN and Post-16 provision, however, officers are requiring provision of land, within the application site, to construct this infrastructure on.

## **Transport**

- 2.6 The applicant has proposed a monitor and manage (M&M) approach to transport mitigation. M&M ensures that a separate Transport Assessment (TA) is produced for each development phase and mitigation package agreed accordingly for that phase. A full indicative mitigation framework is still required upfront for the whole development, but M&M provides flexibility to effectively respond to changing transport context. Officers have not agreed to this approach, and have set out steps what would be required before such an approach might be acceptable. Further clarifications and detail are deemed necessary before officers can conclude whether the development, and mitigation measures are acceptable.

## **Planning Obligations**

- 2.7 Planning obligations or Section 106 agreements (made under Section 106 of the Town and Country Planning Act 1990, as amended), are legal agreements between local planning

authorities and developers in the context of the granting of planning permission. They can be both financial and non-financial (land, works in kind), and they are used when there is a requirement to address the impact of a development, and the impact itself cannot be dealt with through a planning condition.

- 2.8 The application includes a “Legal Obligations Note” which sets out the draft Heads of Terms for the planning obligations as proposed by the applicant. Table 3 below provides a summary of the obligations that have been offered. These matters will be subject to further negotiation with the County Council to ensure that the final package of obligations adequately mitigate the impacts of the development.

*Table 3: Draft Section 106 Heads of Terms (Summary of County related Infrastructure)*

Item	Contributions (in kind or financial)
Education	<ul style="list-style-type: none"> <li>• Early Years provision to be included in primary school provision or standalone facility</li> <li>• Primary school sites of approximately 3Ha in size with funding + extension land and funding if required.</li> <li>• 1 x secondary school site of 8.5Ha with funding + reserved expansion site and funding of up to 3FE if required.</li> <li>• Post 16 – contribution if necessary</li> <li>• SEN – contribution</li> </ul>
Transport	<ul style="list-style-type: none"> <li>• Pedestrian and cycle route linkages</li> <li>• 3 vehicular links</li> <li>• Appropriate mitigation in response to agreed and specified measures based on monitor and manage approach, informed by Long Term Transport Strategy and A10 study</li> <li>• Travel Plan measures and contributions</li> </ul>
Community facilities	<ul style="list-style-type: none"> <li>• Library hub or contribution towards existing local library</li> <li>• Health facility</li> </ul>
Waste management /recycling facilities	<ul style="list-style-type: none"> <li>• Contribution towards strategic waste if required</li> </ul>
Flood and Water Management	<ul style="list-style-type: none"> <li>• Sustainable (Urban) Drainage System (SuDS) management scheme</li> </ul>

### **Next steps**

- 2.9 Officers will continue to engage with the applicant to progress and resolve the issues of concern raised in this response and work towards agreeing an acceptable s106 package of mitigation measures for Committee to consider and approve. This will require a further paper to E&E Committee prior to the application going to SCDC Planning Committee.

### **3. ALIGNMENT WITH CORPORATE PRIORITIES**

#### **3.1 Developing the local economy for the benefit of all**

The proposed development will provide significant employment opportunities during construction and broad benefits to the local economy through long term employment, services and new housing to meet the long term growth requirements for the District and County Council.

#### **3.2 Helping people live healthy and independent lives**

The applicant has undertaken a Health Impact Assessment and is proposing to support a Community Development Worker in the new development. There will be a network of cycle and pedestrian facilities, as well as green spaces, to encourage sustainable lifestyles.

#### **3.3 Supporting and protecting vulnerable people**

The applicant has undertaken a Health Impact Assessment and is proposing to support a Community Development Worker in the new development.

### **4. SIGNIFICANT IMPLICATIONS**

#### **4.1 Resource Implications**

A development of this scale will inevitably place additional demands on Council services. Through the negotiations undertaken to date the impact of this additional demand has been mitigated insofar as the planning process can secure mitigation.

#### **4.2 Procurement/Contractual/Council Contract Procedure Rules Implications**

There are no significant implications within this category.

#### **4.3 Statutory, Legal and Risk Implications**

Officers of the County Council and the Local Planning Authority are satisfied that the Section 106 contributions sought comply with the statutory tests for planning obligations.

#### **4.4 Equality and Diversity Implications**

There are no significant implications within this category.

#### **4.5 Engagement and Communications Implications**

The planning application has been consulted upon in accordance with statutory processes governing planning applications.

#### **4.6 Localism and Local Member Involvement**

Members are involved through the statutory planning consultation process.

## 4.7 Public Health Implications

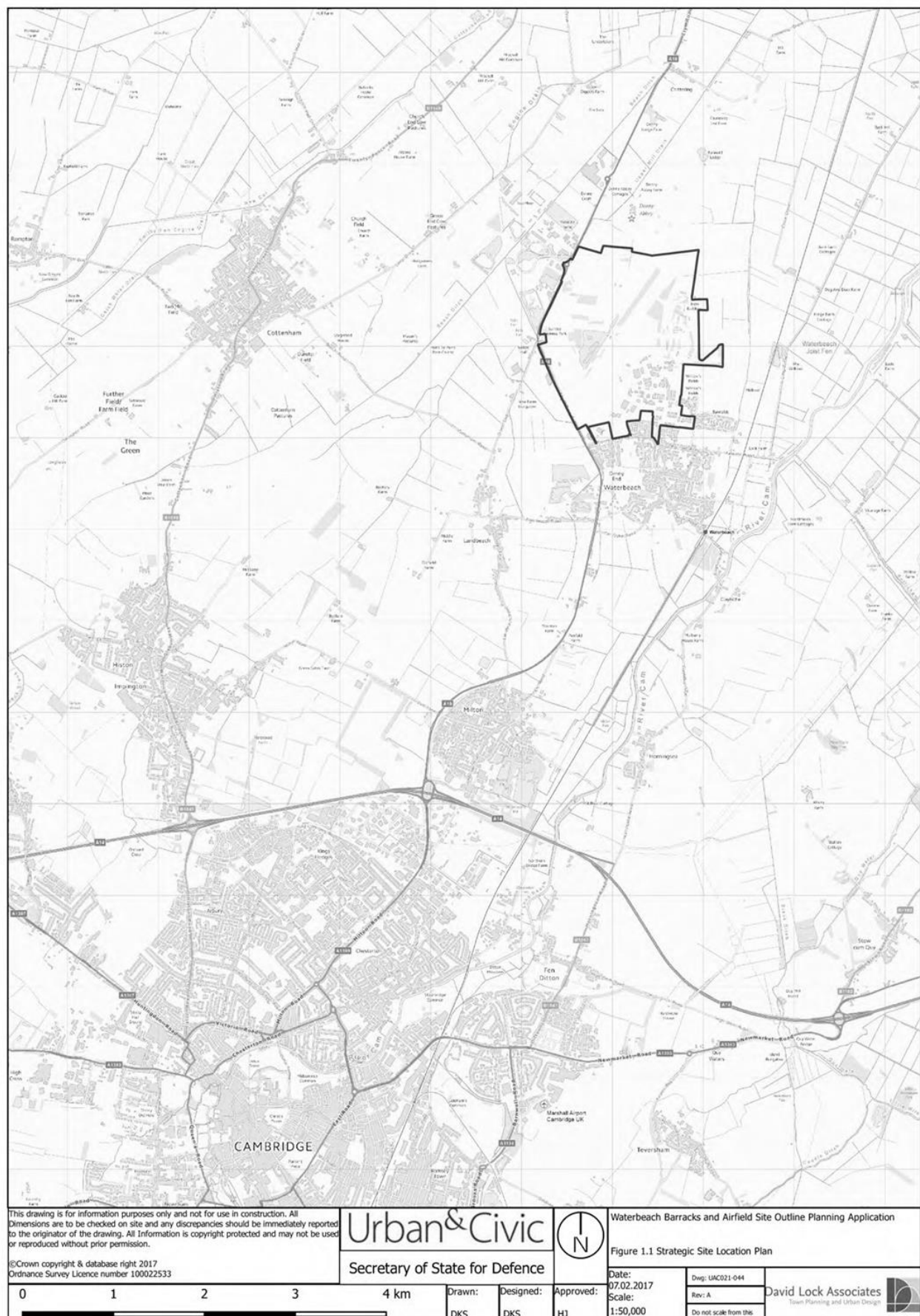
The proposed contribution towards a development worker has been offered to mitigate potential negative impacts on early residents of the development. Without this contribution there is a risk that appropriate services to vulnerable people may not be delivered.

<b>Implications</b>	<b>Officer Clearance</b>
<b>Have the resource implications been cleared by Finance?</b>	Yes Name of Financial Officer: Sarah Heywood
<b>Have the procurement/contractual/ Council Contract Procedure Rules implications been cleared by Finance?</b>	Yes Name of Financial Officer: Chris Malyon
<b>Has the impact on statutory, legal and risk implications been cleared by LGSS Law?</b>	Yes Name of Legal Officer: Fiona McMillan
<b>Have the equality and diversity implications been cleared by your Service Contact?</b>	Yes Name of Officer: Tamar Oviatt-Ham
<b>Have any engagement and communication implications been cleared by Communications</b>	Yes Name of Officer: Eleanor Bell
<b>Have any localism and Local Member involvement issues been cleared by your Service Contact?</b>	Yes Name of Officer: Tamar Oviatt-Ham
<b>Have any Public Health implications been cleared by Public Health</b>	Yes Name of Officer: Iain Green

<b>Source Documents</b>	<b>Location</b>
<b>Planning application documents :-</b> <ul style="list-style-type: none"> <li>• Full set in Shire Hall Room 304</li> <li>• Key documents provided in Members Lounge</li> <li>• <a href="https://www.scambs.gov.uk/waterbeach">https://www.scambs.gov.uk/waterbeach</a></li> </ul>	Room 304, Shire Hall, Cambridge



## Appendix 1: Waterbeach Barracks Planning Application - Location Plan



**Appendix 2: Cambridgeshire County Council Response to the Outline Planning Permission for Development at Waterbeach Barracks and Airfield (Planning Application Ref: S/0559/17/OL) – provided as separate attachment**